JANUARY 1966

EMPLOYMENT SERVICE REVIEW

In this issue

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DISCARD

U.S. DEPARTMENT OF LABOR MANPOWER ADMINISTRATION

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EMPLOYMENT SERVICE REVIEW

JANUARY
Vol. 3

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

1965 Points the Way For Farm Labor

TOD POTTER
Director
Office of Farm Labor Service
Bureau of Employment Security

This summary of the ES Farm Labor accomplishments and problems over the past year reveals the gains made in operating, perhaps for the first time in history, a truly national program of services for farmworkers and employers.

During the past year, the Federal-State Employment Service offered a successful national farm labor program to agriculture. We have had our share of successes in the past, but they have been primarily of a local, State, or regional nature. The phasing out of the massive foreign agricultural labor system was a national problem and it was successfully dealt with on a national basis.

From the multitude of events which occurred during this challenging year just past, a handful can be selected which will certainly have a major influence on the future operation of the Employment Service program for agriculture.

It is a fact that an accelerated recruitment program resulted in a rise in domestic seasonal agricultural worker employment. From this day forward, the pace set in 1965 is a norm, and "acceleration" means accomplishment above and beyond that norm.

It is a fact that foreign seasonal agricultural worker employment dropped in 1965 as a result of strict enforcement of Department of Labor criteria governing the entry of foreign nationals. The number of such workers employed can be further reduced by improved working conditions for domestic workers, coupled with determined application of sound recruitment techniques.

It is a fact that planning, coordination, and participation by Federal recruiters served as a catalyst in the recruitment effort in certain areas, and that Federal assistance will again be available in 1966 where it is needed.

It is a fact that there was increased cooperation among State Employment Service agencies during 1965 in the exchange of farm labor information and workers. The results achieved by this cooperation demand that it be expanded further in 1966.

It is a fact that the controversy engendered by the events of 1965 gave prominence in newspaper headlines from coast to coast to farm labor supply and demand problems. The

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resulting dissemination of job information aided the recruitment effort in most instances and pointed to the importance of publicity in our operation.

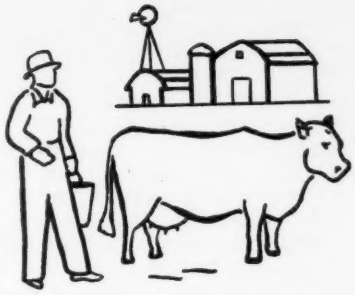
Domestic Employment Up

The opening of additional employment opportunities to domestic workers in 1965 is in itself sufficient to justify placing a successful label on Employment Service operations. There was an estimated 3-percent increase in domestic worker employment in 1965 over 1964, the equivalent of over 186,000 man-months of labor. Domestic workers also earned higher wages in 1965 than in 1964. The U.S. Department of Agriculture on October 1 reported the national hourly farm wage rate without room or board as $1.09 an hour, 8 cents higher than a year earlier. The "adverse effect" wage rates established by the Department of Labor in 28 States early in 1965 contributed to this rise, and adjustments in the "adverse effect" wage standards will be considered in 1966. The Secretary of Labor established such rates as a minimum wage below which the employment of foreign nationals would adversely affect the wages and working conditions of U.S. farmworkers.

A substantial portion of the increase in domestic worker employment in 1965 was accounted for by the use of youth in agriculture in areas where such workers had previously obtained only token employment. Placements of youth under 22 years of age in farm jobs in 1965 exceeded 1 million, and a conservative estimate indicates at least a half million young adults were employed in seasonal farm employment during the past year. Youth are in agriculture to stay. While increased mechanization has caused a dwindling of agricultural jobs available to young people in certain areas in the past few years, the present abundance of young people, coupled with the vitality of the current generation, makes it both necessary and advisable to utilize youth in all available employment opportunities. Youth programs will be consolidated and strengthened in 1966 and beyond.

Foreign Employment Down

Whether the U.S. Congress handed the Department of Labor a mandate to terminate all foreign worker utilization in the United States was the subject of much contention in 1965. The facts are these: Under Pub-



lic Law 78, which expired December 31, 1964, there was volume entry of Mexican workers following State agency and Department of Labor determination of employer need for such workers. Public Law 414 has traditionally allowed smaller numbers of workers from other countries to enter the United States on a selective basis. This was the practice which was followed during the past year. Certification was based upon demonstrated need rather than customary use and was preceded in every instance by intensified recruitment of domestic workers.

Foreign worker employment was sharply curtailed in 1965. Total man-months of foreign worker employment were cut 82 percent from the 1964 level. The Mexican program, the largest of the foreign worker programs, was reduced 95 percent; the British West Indian program, 24 percent; the Canadian program, 44 percent; and the Japanese and Filipino worker program, 63 percent. The employment of Basque sheepherders in this country did not change appreciably. Each of these figures is a basis for assessing 1965 accomplishments and a guideline for program action in 1966. Employment of foreign workers in a locality may indicate that wages and conditions of farm employment are not comparable to those for other employment in the locality. Further reductions in foreign worker employment in 1966 are necessary if such conditions are to improve.

Mobile Team Recruitment

Last year, 12 States used foreign workers for seasonal agricultural jobs. There was Federal participation in the recruitment of U.S. workers to fill the jobs in most of these States prior to the period of high labor demand. Federal-State mobile recruitment teams proved to be a highly successful device for seeking out domestic labor, for uncovering new or under-utilized labor sources, and for giving State farm labor staffs additional flexibility. Followup of workers referred to farm jobs was possible last year in some areas where inadequate local office staff had previously prevented use of this technique. As a result, it was often possible to forestall an employer-employee relations problem before it erupted into loss of a portion of the work force.

The mobile team approach, whether used by Federal-State representatives or State agencies alone, has enabled the Employment Service to go where the workers are and is considerably more effective than the more passive techniques of sitting back and waiting for the workers to seek out the Employment Service. Federal assistance offered stimulation to such teams. Conventional recruitment activity too often falls into a stereotyped pattern and needs just such a stimulus to maintain its vitality as an Employment Service program.

Cooperation Among States

While all Employment Service programs received added emphasis last year to assure maximum utilization of qualified domestic workers, interstate recruitment was an extremely useful tool in the hands of State Employment Service agencies during 1965.

Although a statistical wrapup has not been completed, indications are that 1965 will prove to be a year when there was an exceptionally high use of the interstate clearance system, particularly with regard to the number of States which participated actively. There were also innovations. The pooled interview technique, pioneered on the east coast and used to a lesser extent elsewhere in the Nation, was put to excellent use in 1965 in the Minnesota-North Dakota area and resulted in referral of several thousand workers to job openings in six States (see p. 34). Employment Service representatives scheduled 23 well advertised recruitment stops in the two-State area to assure that workers employed in sugarbeets would be able to move on to jobs in cherries, pickles, tomatoes, and other crops following the sugarbeet season. These workers had been recruited in previous years, but never before on a pooled interview basis. This type of recruitment is a necessary adjunct to the Annual Worker Plan. Workers who bypass Employment Service facilities in their home area are usually more than willing to accept assistance in obtaining employment when away from home. Pooled interview recruiting in labor demand areas must be expanded in the coming year.

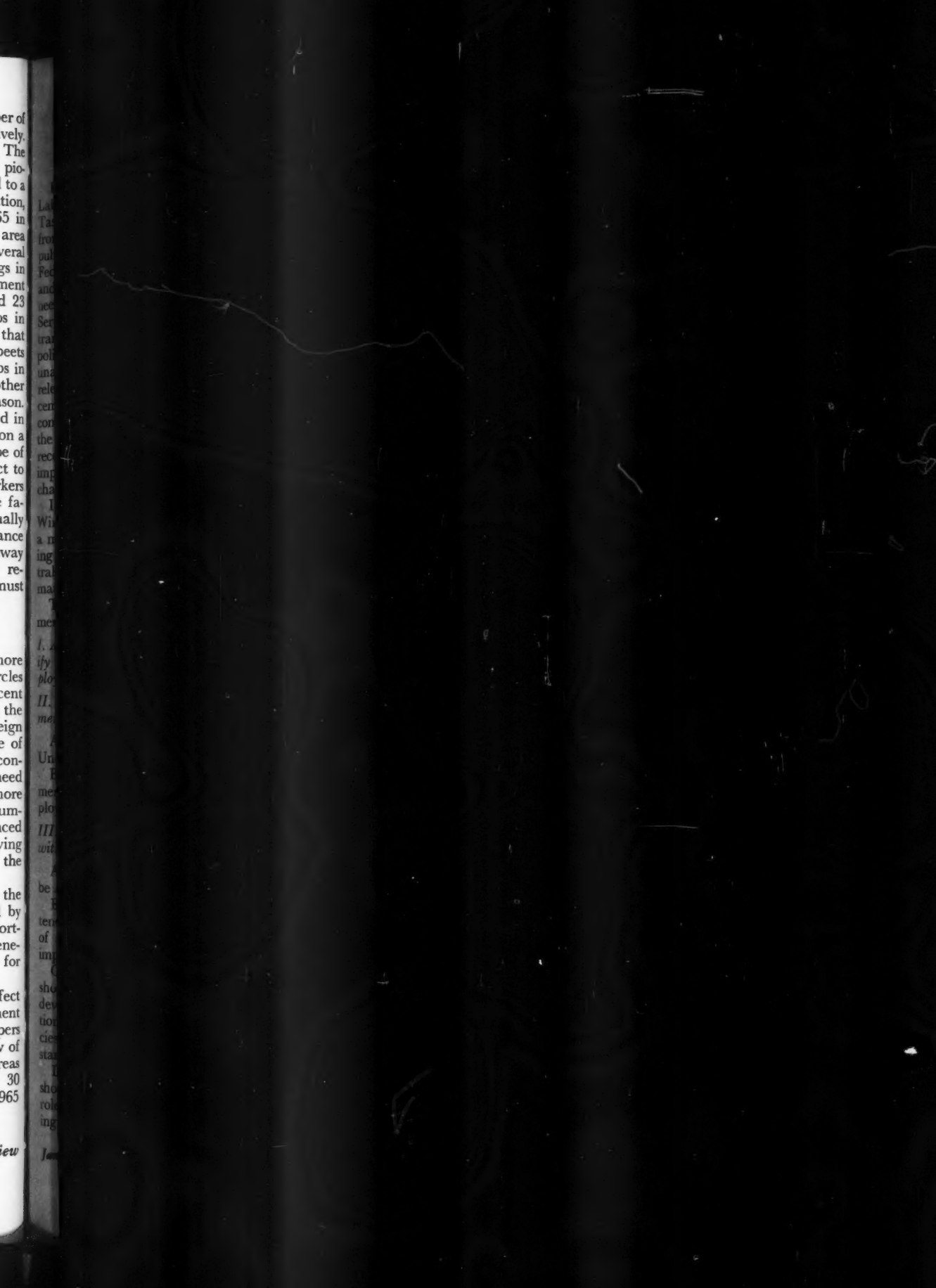
Publicity

Agricultural labor received more prominence in nonagricultural circles last year than in any other recent year. The reason, of course, was the controversy over the use of foreign workers and the alleged shortage of qualified domestic labor. That controversy assured that the actual need for workers would receive far more attention than under normal circumstances. It also certainly influenced wage rates and working and living conditions in agriculture for the better.

The Secretary of Labor visited the fields and labor camps, followed by TV cameras and newspaper reporters. All of this attention was beneficial and improved conditions for workers.

Equally important was the effect that it had upon our own recruitment operation. At mid-year, newspapers carried stories comparing the flow of migrants into labor-demand areas with a similar flow of workers 30 years earlier. Much of the 1965

(Continued on page 10)



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Employment Service Task Force Report

In September 1965, Secretary of Labor W. Willard Wirtz appointed a Task Force of distinguished citizens from management, labor, and the public to review the operations of the Federal-State Employment Service and to recommend improvements needed to make the Employment Service a more effective instrument in translating manpower legislation and policies into operational reality. The unanimous report of the Task Force, released by Secretary Wirtz on December 29, 1965, points out shortcomings in the present working of the Service and makes specific recommendations for administrative improvements and for legislative changes needed.

In releasing the report, Secretary Wirtz stated that the report served a much needed purpose of redirecting attention to the necessarily central "manpower" function of efficient matching of people and jobs.

The Task Force Report recommends:

I. A new legislative mandate to clarify the role and mission of the Employment service

II. A separate, identifiable Employment Service

A. Administrative separation from Unemployment Insurance.

B. Physical separation of Employment Service facilities from Unemployment Insurance.

III. Scope of service and relations with other groups

A. The Employment Service must be able to serve all classes of clientele.

B. Special efforts should be extended to reach out to persons in need of specialized manpower services to improve their employability.

C. The Employment Service should explore all possible ways to develop a two-way flow of information with private employment agencies which adhere to professional standards.

D. The Employment Service should seek to serve in a coordinating role to implement Government training programs.

IV. Strengthening personnel in the Federal-State system

A. Salary administration and personnel qualifications

1. Higher salaries should be commensurate with qualifications and standards for these positions as prescribed by the Secretary of Labor.

B. Training and development of personnel

1. The Secretary of Labor should require each State's annual plan of operations to include a well developed training program, including provisions for orientation, in-service and out-service training, tuition refund and educational leave.

2. Training activities should be adequately financed, and the budget should contain a line item on training activities.

C. Facilitating mobility within the Federal-State system

1. Legislation should be enacted to enable an employee with permanent status in a State agency to be appointed to a Federal position and to move among State agencies without loss in employment status.

V. Development and dissemination of job market information

A. Research and data collection

1. The Secretary of Labor should take the lead in clarifying responsibility for collecting job market information within the Department of Labor and by other Government agencies.

2. The Employment Service should collect and analyze manpower information required for the efficient functioning of the Service and for administration of Federal programs dealing with manpower development and utilization.

3. The Employment Service should be recognized as a major source for the development of information for occupational guidance, testing, and employment counseling.

4. The Employment Service should engage in research to facilitate manpower and labor force adjustments to automation and changing technology.

5. The Employment Service should be given legislative authority to collect information on job openings in governmental agencies.

6. The Employment Service should work closely with employers, especially defense contractors, to obtain specific information on their job openings and to obtain advance notice of mass layoffs.

7. The Employment Service should make better use of data on job openings now available as a result of normal operations.

B. Dissemination of information

1. Vigorous measures must be adopted to insure that job market information is widely and meaningfully disseminated to other public and private organizations with an interest in job market trends and behavior.

2. Each large office should have a Job Market Information Officer.

VI. Interarea recruitment

A. Multimarket clearance centers should be established throughout the Federal-State system and the centers coordinated on a national basis.

B. The Secretary of Labor should appoint a committee to study and recommend the use of information technology in interarea recruitment. The existing LINCS (Labor Inventory Communications System) provides a basic unit from which to start.

VII. Administering and financing the Service

A. Budget process and financing

1. The budget process should emphasize the programs to be undertaken and careful methods of evaluation and review.

2. The Employment Service should be financed from both the Federal unemployment tax and general revenue.

B. Emergency planning

1. The Employment Service should develop plans and techniques for handling emergency situations in the job market, e.g., mass layoffs, plant closings, and unrest stemming from chronic unemployment.

2. An adequately financed Emergency Planning Unit should be estab-

(Continued on page 56)

Recruitment Team Finds Farmworkers in Connecticut

WILLIAM G. CLARK

The all-out efforts of a recruitment team to find farmworkers to harvest major crops involved extensive publicity, including public address systems on State cars, with successful results.

In Connecticut in 1965, the use of foreign tobacco workers was cut about in half on farms where they have been used annually for the past 20 years. Foreign workers were entirely eliminated from the fruit and potato harvest, and there was a substantial increase in domestic workers. To effect this transition, the mobile recruitment team approach was initiated by the State Employment Service to recruit every available worker in Connecticut and to obtain from other States in region I those workers willing and able to work in Connecticut agriculture. The recruitment team consisted of the State Farm Placement Officer, his assistant, and three farm interviewers.

One basic requirement for success in this type of team recruitment is publicity at State and local levels through both public and private agencies. Advance publicity, wherever possible, notifies the public of the arrival of the teams in each city. The first day of the recruitment is spent with the local office manager and his staff. Contacts are then made with all available radio and television stations in the area. The third, fourth, and fifth days can be spent out in the community on a street-by-street basis.

Shade tobacco growers employ 17,000 of the 24,000 paid farmworkers in Connecticut. The tobacco fields are located within commuting distances of several large cities, including the Hartford metropolitan area. With wages of factory production workers averaging over $118 per week, the recruitment of farmworkers in this area, even at the comparatively high agricultural rate of $1.40 per hour, presents a problem. The culturally disadvantaged and economically deprived and those who cannot compete for employment in aircraft plants and other metal fabricating industries in this area were the principal source of farmworkers.

Some of the team's experiences will serve as guidelines for future recruitment. The results were often surprising. Areas where we expected to obtain large numbers were often disappointing; others did unexpectedly well, especially outside the day-haul areas where workers were recruited on a live-in-camp basis.

Over the past 20 years, the tobacco growers, individually and through the Shade Tobacco Growers Agricultural Association, have developed very fine agricultural labor camps. Two large camps handle approximately 1,500 men. These camps have been utilized to house British West Indian workers and, in more recent years, Puerto Rican contract workers. The latter group represents the "stabilized work force" for all the different growers. However, the improved economic situation and increased employment opportunities in Puerto Rico have lessened the number of Puerto Ricans available for Connecticut.

One of the most effective tools of the Connecticut recruitment team was the public address system mounted on the State cars. Three days a week, these cars moved slowly through the heavily populated areas, describing the jobs in both English and Spanish and giving rates of pay, board charges, and the type of work available. Directions to the nearest local ES office were broadcast repeatedly. Literally thousands of Connecticut residents at one time or another during the past summer heard and saw the Connecticut mobile recruitment team moving through the cities encouraging the unemployed to apply for work in agriculture at the local offices of the Con-

(*Continued on page 7*)

The agricultural crash recruiting team made spot job announcements and distributed handbills in low cost housing developments.

William G. Clark is Farm Placement Officer, Connecticut Employment Security Division.

The Hills Echoed the Call . . .

Mobile Recruitment of Agricultural Workers

CHARLES A. HILL

The Kentucky State Employment Service has jobs open for farmworkers. If you would like to have one of these jobs, see us today at the courthouse. These jobs pay good money and last 6 to 8 weeks. Transportation is advanced from here to the job and return when the season is over. See us today at the courthouse.

Over and over, this message echoed through the hills of eastern Kentucky from the public address system atop the white station wagon of the State Employment Service's Farm Placement Section. Up one valley to the head of the creek, across the mountain, and down the next valley went the wagon.

Here is the way it went on a typical day: Stop at a country store to put up a poster, give handbills to bystanders, and tell the storekeeper to pass the word that farmworkers are needed. Advertise the special interview team at the courthouse where details of the jobs will be explained. See the editor of the county weekly newspaper and plan a story. Visit the local radio station, help the program manager prepare a public service spot announcement about the recruitment. Then to another side of the county with the speaker blaring, up another creek, down the next valley. Stop and talk to men, women, and children along the road and tell them about farm job openings. Meanwhile, back at the courthouse, a special interview team talks to applicants about the work, rate of pay, living conditions, and transportation, answers questions, and signs up the workers.

This was mobile recruitment of seasonal agricultural workers in the Appalachian region of Kentucky from early spring throughout the summer of 1965.

Because of the topography, agriculture in eastern Kentucky has been limited to gardens, some corn, and scattered patches of tobacco. Residents of the area are unfamiliar with large fields of vegetables or orchards. Offers of seasonal work in field crops met with little or no response in previous years. This was due, in part, to lack of a minimum guarantee on piecework, the absence of transportation advances, and the general unavailability of desirable housing. Food processing plants, however, have recruited workers in this area by offering job conditions the workers could understand: Wages on an hourly basis, cost of transportation advanced, and housing and eating facilities provided.

In early 1965, when it became apparent that a shortage of fieldworkers might develop before the end of the season due to expiration of Public Law 78, a study on methods and means of obtaining workers in eastern Kentucky was made. It was believed that agricultural workers could be recruited, provided a definite minimum wage was quoted and housing and transportation were provided.

A Pilot Study

A pilot recruitment project was conducted with a group of prospective male workers selected from results of an industrial survey which had been completed recently in one of the Appalachian countries. Those selected were over 18 years of age and had some experience in either agriculture or common labor. They were unemployed and had been passed over by the prospective industrial employer because of age, educational level, or lack of suitable previous work experience. A letter was sent to each of those selected with an enclosed questionnaire to de-

Charles A. Hill, Chief, Kentucky Farm Placement, in the station wagon used in recruiting.

Charles A. Hill is Chief, Farm Placement, Kentucky Division of Employment Security.

The selection team talks with prospective workers in Manchester, Ky. Team members are, left to right: Richard Walker, Walker Pickle Co., Michigan; Al Brando, Michigan Farm Placement Representative; and Ray Morgan, Area Farm Placement Representative, Kentucky.

termine willingness to accept agricultural work on a seasonal basis in another State. Favorable replies were received from 25 percent of this group.

Arrangements were then made for this group of prospective workers to be interviewed by an out-of-State employer who would provide transportation, furnish acceptable housing, and guarantee a minimum wage. Accompanied by a Farm Placement Representative from his own State and Farm Placement Representatives from both the local and State offices of the Kentucky ES agency, this out-of-State employer met with the workers to offer them seasonal work. Of those interviewed, 75 percent accepted.

Later, when an order was received from the National Pickle Growers' Association providing the necessary perquisites of housing, transportation, and minimum wage, plans were made for recruitment on a large scale in many areas. For this effort a mobile team was used, composed of a representative of the employer, order holding State, regional office, Kentucky Department of Economic Security, and the local office having responsibility at each point.

During the 1965 season, special recruitment efforts were made at 24 different points in the eastern Kentucky area. Over 1,500 interviews were conducted by the special teams, with additional interviews being held in the local offices by regular staff members after the mobile team had left the area. Most of the special points were in towns 20 to 30 miles away from the local office serving that county.

The first interviews were held between May 11 and 14. Workers who responded were ready to leave immediately, but the orders for early employment did not provide transportation or guarantee minimum wages. These workers were scheduled for the pickle harvest which was expected to begin about July 15. This date was subsequently advanced to August, so only 6 to 8 percent of the workers interviewed at the early date were still available when the employer was ready for them.

A few family groups responded to the call for workers, but a majority were unattached men. An effort was made at the time of interview to group these men in small crews so that they might travel and work together.

Wide Publicity

In order to reach as many prospective workers as possible, practically all methods of publicity were used. Over 60 local radio stations and weekly newspapers carried public service announcements of the time and place of interviews. Approximately 600 posters, 10 by 12 inches, with time, date, and place of interview were displayed in country stores, service stations, and local post offices. In some locations, handbills were distributed to schoolchildren as they boarded buses for home. More than 26,000 postal cards were mailed to rural residents. These cards were designed so that half the card briefly told of the job opportunities and the location of the interview. The other half provided a survey form to be filled out and returned postage free to the local office if the recipient was interested in the job but unable to meet the interviewers at the time listed. Publicity for each locality

The courthouse in Manchester, Ky., is used for screening applicants for work in the Michigan pickle harvest.

I. J. Francis, Farm Placement Representative in the Hazard, Ky., local office, checks workers aboard a bus headed for the pickle harvest in Michigan.

was begun about 1 week in advance of the appointed date. On the day interviews were being conducted, the sound truck was used to remind residents of the job opportunities.

The fact that the special interview points were at towns several miles away from the local Employment Service office created another problem in the recruitment of seasonal farmworkers. Communications from the local office to the workers is usually limited to mail service. Telephones are few in these rural communities. Many residents of the area are served by fourth-class post offices or rural postal routes and pick up their mail only once or twice a week. For these reasons, several days' advance notice is necessary in the event workers are to be assembled for transportation by chartered bus.

Confusion resulted when transportation schedules were not followed closely. During July and August, when workers were leaving the area for jobs, chartered buses frequently failed to arrive at pickup points on time. One 24-hour delay in arrival of the bus resulted in complete loss of a load of workers who had returned home and could not be contacted when the bus did arrive. In some instances, attempts to notify workers of jobs by radio brought out more workers than the bus would hold and additional buses were unavailable in time to transport the extras.

Greater success was experienced in moving workers when the employer authorized the commercial busline serving an area to issue nonrefundable tickets to workers upon order of the local office manager. With this method, the workers knew they would travel on a comfortable conveyance and would leave at a definite time.

As the 1965 mobile recruitment program in Kentucky's Appalachian region became history, a look at the results showed that over 3,000 workers left for other States to help cultivate, harvest, and process food products. Based upon the experiences in recruiting these workers, when the demand arises in 1966, the eastern Kentucky hills again will echo "The Kentucky State Employment Service Needs Farmworkers . . . Come To The Courthouse."

Recruitment Team

(*Continued from page 4*)

necticut State Employment Service.

The team placed handbills and posters in food stores, laundromats, drug stores, pool halls, and other places where the public might see them. Posters were also put up on bulletin boards and in elevators. Residents in the crowded neighborhoods opened their evening papers to find an inserted handbill referring to jobs in tobacco planting and harvesting.

The cooperation of the local news media was of great help. The members of the team appeared on many television and radio programs. They also participated in street interviews for a radio program. News items and classified ads in local papers helped to keep the public aware of the program.

Public and private agencies were contacted in each town visited. The Connecticut Commissioner of Welfare sent out an informational bulletin to his field personnel, urging them to send applicants for farmwork to the local offices.

As the season progressed and the picking of apples and potatoes started, the team split its activities among the various crops. Growers who expected difficulty in recruiting labor were visited at their farms by members of the team. High schools on double session were contacted for part-time workers. Team members participated in the orientation of workers recruited in Southern States. Followup calls were made after entry on the job for any additional help the team could give. One evening when the team members stopped unannounced at a large apple grower camp in western Connecticut, the camp manager asked them to share the evening meal with the men. Afterward, the recruiters talked with the men as a group and individually. Many said that they were making good money picking apples on a piecework basis and would like to return in 1966. These were young men inexperienced in apple picking, but they were learning good work habits.

Flexibility of operation was a "must." When one grower reported that he was in danger of losing his crop for lack of labor, the recruiting team sought permission to put up posters announcing the emergency need for part-time help in the State Capitol, the State Office Building, and the Labor Department Building. Four hundred form letters about the need for workers were delivered to 30 churches and to places of business. Two days later the grower announced that he had enough workers to save his crop.

The rapid mechanization of the potato harvest has resulted in fewer calls for workers in 1965 than in any previous year.

We do not know of any apple or potato grower who lost a crop because of lack of labor in 1965, despite the fact that British West Indian workers were unavailable to these growers for the first time in a number of years.

One team asset was the valuable assistance given by three Federal representatives from Washington and Boston. Methods new to us were suggested and tried very successfully. When we use the team program again in 1966, the experience of last year will be helpful in improving the Connecticut agricultural recruitment program.

796-843 O—66——2

Training Helps Marginal Farmers

BARRY T. LADD

Teaching low-income farmers modern farming methods and new skills is the aim of an MDTA farm management pilot program that already is reaping rewards in higher incomes and new hope.

Because Jim wanted to stay on his farm, because he loved the land, he had struggled with a hopeless situation for many years, wearing out his already overworked, overgrazed, 70-acre farm. The necessity of earning a living for his family had forced him to follow the age-old pattern of the easy row crop, the quick income. But he was reaping mostly an unwanted harvest of shrinking earnings.

No message could have been as full of hope for Jim as the news of a class in farm management that was to be offered to men in his neighborhood who could qualify. He had realized long ago that he must have help for his dwindling farm, but he was unskilled in the newer methods of farming and his cash income could not be stretched to include even one professional journal. Doubt, and even a little fear, were in his thoughts as he went into the Humboldt office of the Department of Employment Security to talk to the interviewer about possibilities for enrollment in the class to begin on July 1.

Jim was assigned to the class, and the training "took." He was a fast learner. He learned about the best fertilizer for his situation and the most efficient methods to stabilize his rain-washed land so that in the future he could use the eroded sections. He mastered every technique that was usable to him and put them into practice.

The rewards have been many; he doubled his gross income in 2 years, with an even greater increase in net income. A special honor also came his way. In 1965 he was elected by the Soil Conservation Service of Tennessee as its most outstanding "cooperator" in the State.

The first class for low-income farmers under the Manpower Development and Training Act (MDTA) was initiated at Yorkville, Tenn., and began on July 15, 1963, with 20 men.

Role of the Employment Service

Employment Service referral officers selected trainees according to: (1) Satisfactory physical and health qualifications; (2) a record of industry; (3) sincerity of purpose; and (4) formal education equivalent to 2 years of high school, ability to read and understand farm magazines, and sufficient training in mathematics to keep financial records.

Trainees were recruited in the area served by the Employment Service local office by means of radio spot announcements, newspaper articles, and personal contact. Many different agencies were contacted by the class instructor, advisory committee, and various civic and agricultural leaders in order to provide the best instruction possible through resource material. Some of the agencies which helped in this respect were Tennessee Valley Authority, Production Credit Association, Internal Revenue Service, Agriculture Stabilization and Conservation Committee, Soil Conservation Service, Farmers Home Administration, and the Tennessee Department of Education.

Barry T. Ladd is Chief, Farm Placement, Tennessee State Employment Service.

Studying soils on a trainee's farm.

For this farmer, the training resulted in better sanitation and good pastures for his livestock.

The trainees were shown how to reclaim their rain washed land so it could become productive.

The Tennessee Pilot Farm Management Projects

SAM F. PARIGI

What appropriate skill training programs can be developed for unskilled, undereducated, low-income farmers living in economically declining rural areas? This problem for developers of manpower programs is compounded by the outmigration of younger, more skilled persons from such rural areas, and the difficulty of placing older, farm-oriented trainees in urban jobs. Tennessee's pilot farm management program is giving evidence of being a successful answer to this training challenge.

The MDTA farm management pilot program was developed through the cooperation of the Tennessee Vocational Education Division, the Tennessee Employment Service, and agencies of the U.S. Department of Agriculture. Although the program is still considered in the pilot stage, seven projects have been completed and four are in progress.

The Training Program

In conjunction with the county school boards which act as sponsors for these programs, the Tennessee Division of Vocational Education has developed a program designed to raise the income of trainees by 20 to 40 percent in the first year and 60 percent over a 3-year period. Prime attention is directed to four topics: Soils, crop production, livestock production, and farm plans. Other subjects receiving considerable attention are income taxes, electricity, farm organizations, and farm legislation. In each case, the trainee is shown how the topics in the training program apply to his own farming operations. This is the key to the high interest and success of trainees in the pilot projects.

A typical program would begin in July with the farm management instructor visiting the farm of each trainee to assess its potential and to discuss with the trainee what definite projects are to be undertaken on the farm as part of the training program. An overall farm plan is then developed for each trainee. The soil on each farm is "typed" early in the program by the Soil Conservation Service and the trainee is shown how to utilize the new information in his planting and fertilizing practices. Use is also made of "averaging" sheets, by which the farmer can compare his net income against what a similar farm would produce with fairly good management practices. Since trainees rarely net as much income as the farm sheets project, this income disparity provides incentive to learn and to exercise proper farm management practices.

Small farmers normally have inadequate records, so each trainee is taught to keep a record book of his farming operations. Bookkeeping is introduced early in the program, and the farm management instructor continues to check the farming records once a month.

Because most trainees know little of the range of agricultural services available to them from the U.S. Department of Agriculture, provision is made for representatives to explain their functions. In addition, the State Agricultural Stabilization and Conservation Service (ASCS) has made extra funds available to the trainees to carry out the soil conservation measures determined upon in their individual overall farm plans—

Dr. Sam F. Parigi is Director of the Southern Rural Training Project while on leave from Lamar State College.

This pond was built in an eroded area.

This diversion ditch helped to control the flow of water in a field.

liming, seeding, erosion control, and woodland improvement. Since funds from the ASCS must be matched by the farmer from his own resources, the trainee is urged to utilize at least part of his training allowances for this purpose. Field trips to experimental farms and plots of successful farmers are also taken to demonstrate proper farming techniques.

Vastly different educational levels are found among the trainees, although the program originally sought to require achievement equivalent to that of a high school sophomore for participation. In the first pilot program, provision was not made for specific classes in basic education, but 100 hours of communications instruction are now provided.

An interesting facet of the program is the integration of farm training and mathematical education. For example, the techniques of measuring land are first treated in the classroom, and instruction is given at that time on the multiplication and division needed to complete the task. Then the class goes into the field to apply the principles learned.

Throughout the program, classroom principles are directly applied to each farm. The instructor makes periodic visits to each trainee's farm and remains available to help the trainee if any difficult farming problems arise.

For trainees with marginal farms, the program may provide information on supplementary income opportunities. In one instance, the instructor suggested that the trainee might build a slaughterhouse to augment the farm income. The trainee bought a secondhand walk-in cooler and constructed the slaughterhouse with the aid of a $2,500 loan from the Farmers Home Administration. It is expected that the combined income from the farm and slaughterhouse operations will lift this trainee from the poverty classification.

Evaluation

The pilot farm management programs have shown outstanding success in raising the income of marginal farmers. A good example is the Yorkville Farm Management class,

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the first of the pilot programs, which began on July 15, 1963. Income tax returns indicated average net farm income of $343 for 1962, but $1,285 in 1964. Nineteen men completed the course. One man sold his farm but the other 18 increased their income—14 by over 100 percent! It is expected that the income of the trainees will continue to increase as they complete the various stages of their overall farm plans.

Good Attendance

Attendance averaged 97.4 percent and five men did not miss a class during the entire year. An esprit de corps developed among the trainees, and the community leaders voiced their approval of the program. The success of the program may also be judged by individual conferences held with trainees by representatives of the Employment Service. When asked if they would now take a job in town, each program graduate answered, "No."

Several conclusions may be drawn from the experience of this pilot program:

1. MDTA training can substantially increase the marginal farmer's income, which is especially meaningful when viewed in the context of the limited economic alternatives for unskilled older farmers. Furthermore, the rapid increase in income may also serve to revitalize the economic condition of destitute rural areas.

2. Marginal farmers seldom have utilized the vast range of governmental aids for agriculture. MDTA programs can help remedy this situation by assisting the small farmer to obtain the agricultural services to which he is entitled. Moreover, the concentration of trainees makes it easier for the agricultural agencies to provide services. Rather than duplicating farm agency services, the MDTA program supports them.

3. MDTA courses should also be promoted for marginal small business owners who lack managerial "know how." There is an extremely high rate of small retail business mortality which could be lessened through training related to finances, marketing, recordkeeping, and inventory.

1965 Points the Way

(*Continued from page 2*)

migration of labor was due to expanded recruitment efforts by State agencies and by growers. But an equally large part was in response to the prominence given to available job opportunities in the newspapers, and on TV and radio. Ours is not the type of operation which is destined to gain national headlines year after year. However, from the events of the past year, the importance of publicity to successful recruitment activity should be evident, learned well, and put into regular practice.

Last year was a demanding year for the State Employment Service farm labor representatives, a year of anxiety over the availability of labor for agricultural employers, and a year of substantial gain for the seasonal farmworkers. The uniform emphasis upon recruiting workers from domestic sources makes 1965 perhaps the first year in history when a truly national program of employment services was in operation for farmworkers and employers. It is on that foundation that we build the program for the coming year.

es newsletter

NATIONAL FARM LABOR CONFERENCE

The 1966 National Farm Labor Conference was held in San Antonio, Tex., on January 10 through 12. In addition to State agency and Bureau of Employment Security officials, the participants included growers, food processors and other employers, representatives from farm and labor organizations, universities, religious and social action groups, and various government agencies.

In the keynote address on opening day, Secretary of Labor W. Willard Wirtz presented an overall picture of the national agricultural labor program and the problems, goals, and challenges involved. The State and Federal responsibilities in the farm labor program were outlined by Bureau of Employment Security Administrator Robert C. Goodwin.

The emphasis throughout the conference was on expanding domestic worker recruitment in 1966. Panel discussions centered on farm labor recruitment; developing good employer relations; rural training needs; technological trends in agriculture; new developments in improving conditions for migrant workers; wages and working conditions; crew leader registration developments; and special programs for youth, reservation Indians, and Puerto Ricans.

CALIFORNIA FARM LABOR PANEL REPORT

Labor Secretary Wirtz issued a statement in early December regarding a report made by the California Farm Labor Panel. According to the report, 1965 was a highly successful year for the State's agriculture and for American farmworkers in general.

The findings, the Secretary said, revealed that agricultural income has remained generally good, that domestic employment is up substantially, and that the replacement of braceros with domestic workers has been a boon to the economy of the State and the Nation. He pointed out that the end of mass importation of foreign workers in California has meant that an estimated $50 million will remain in the country as a result of the new farm labor policy.

The Secretary also endorsed the Panel's recommendations. These call for improving the Labor Department's data-gathering and placement operations; greater efforts in both the public and private sectors of the economy to provide better housing for farmworkers; extending coverage of labor legislation such as minimum wage and unemploy-

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ment insurance laws to farmworkers; paying more adequate wages to workers; and the development by employers of better personnel practices, training, and supervision.

ES TASK FORCE FINDINGS

On December 29, 1965, Secretary of Labor Wirtz released the report of a special Task Force on the operation of the Federal State Employment Service. The central emphasis of the report is that if the Employment Service is to meet today's demands, it must be a "comprehensive manpower services agency" rather than the "simple labor exchange" which was called for when it was established 33 years ago. Specific recommendations are now being studied for future action.

SMALLER COMMUNITIES PROGRAM

The Bureau of Employment Security's Office of Farm Labor Service has assigned a representative to each Smaller Communities Mobile Team in the 16 States where the program is in operation. Besides assisting in regular Smaller Communities programs, the FLS representative has special responsibilities. These include the scheduling of meetings with farm owners, workers and grower representatives to aid the rural economy; assisting with the referral of high school and college students to summer farm jobs; developing programs under the Manpower Development and Training Act to fill skilled jobs in agriculture, and to assist low-income, self-employed farm owners and managers; and promoting day-haul programs, migrant worker services, and interstate recruitment and referral of workers for seasonal and year-round farm jobs.

HUMAN RESOURCES DEVELOPMENT PROGRAM

The Human Resources Development Program, suggested by Secretary Wirtz at the Mayor's manpower conference in Chicago on November 3, has started in three Chicago areas. Registration of hard-core unemployed began on December 10.

The program involves a case-by-case approach in searching out and registering unemployed and underemployed persons, finding out their capabilities, and providing needed services and assistance, including training for employment. The Illinois State Employment Service is working closely with other community groups and agencies.

EQUAL EMPLOYMENT OPPORTUNITIES CONSULTANT

Mrs. Lila E. Doar has been appointed Equal Employment Opportunities Consultant in the U.S. Employment Service. Mrs. Doar has had many years of experience with the New York State Employment Service, including 5 years as State Director of Minority Group Services.

Football Teams Win in Tall Timber

DAVID R. KIRKHAM

In the tall timber country of the Southeast, the forerunners of the 1965 "A-Teams" have earned the approval of their employer.

The teams—and they are just that, football teams from east Tennessee high schools—have been removing hardwood timber from pine forests being grown for a large plant at Calhoun, Tenn., which turns out newsprint and other paper products.

Part of the maintenance of the pine forests is the removal of hardwood trees. Smaller trees are injected with a growth hormone which makes them grow so rapidly that they die in a few weeks. Trees over a foot in diameter, and hickories and maples over 8 inches in diameter, are killed by frilling with an ax and applying the growth hormone to the cut area.

The weeding program is conducted on land that has been planted in pines 1 to 3 years before. When the leafy hardwood brush dies, light and rain will reach the small pines and speed their growth. Then the pines will take over the stand, providing high-quality pulpwood for the future.

For several years, the land company which supervises the paper company's vast forest holdings in Alabama, Georgia, South Carolina, and Tennessee has been conducting limited summer hardwood weeding projects. But a lack of seasonal labor had left the company 5 years behind in its weeding schedule by 1964.

In 1965, the Tennessee Employment Security Department farm labor men suggested the hiring of high school students for the summer. The chief forester of the land company agreed to try out the idea.

Six football teams were recruited from as many high schools in the Athens-Etowah area of Tennessee. A few preforestry students from the University of Tennessee, the University of Georgia, and Tennessee Wesleyan College also were hired. After physical examinations financed by the company, husky lads 16 years of age and over went to work in 20-man teams and were taught how to use the basic tools of the weeding operations: The tree injector and the ax. Football coaches served as team or crew leaders, timekeepers, and first-aid attendants. Professional foresters supervised the work.

Within 3 days, the teams were beginning to work efficiently. Each lad was paid $1.25 per hour for the first 3 weeks and $1.35 an hour after that. Coaches received $2.02 per hour.

Housing was not a factor, as all boys who worked were employed directly in their home areas. The crew leader generally had a common pickup point for the boys of his crew. However, if a boy was unable to arrange transportation to a pickup point, the crew leader made the trip to the boy's house.

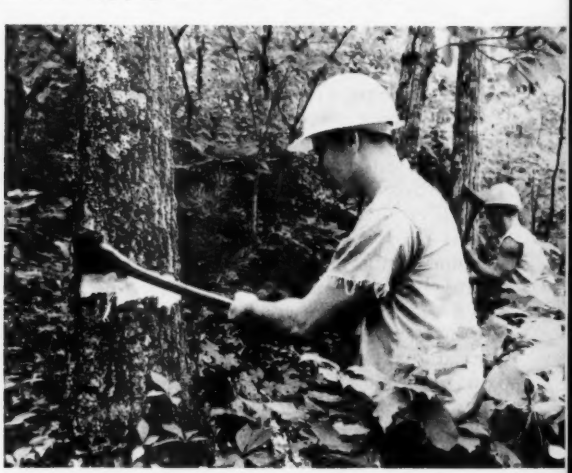
To avoid the heat, the workday began about 6:30 a.m. The students spent a full 8-hour day in the woods, 5 days a week. On good days, each worker was usually able to cover an acre of forest land.

The boys started their season's work a week after school closed and ended their jobs a week before the new school term began. At times the work was hard, but the boys found it paid off in more than one

(*Continued on page 44*)

David R. Kirkham is East Tennessee Farm Placement Representative, Tennessee Department of Employment Security.

Left, injecting the growth hormone into a small tree. Right, frilling alarger tree before applying the hormone to the cut area.



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A typical wheat harvest scene in northwestern Oklahoma.

Recruiting Through Seasonal Farm Representatives

NOVY WOOLBRIGHT

Using experienced local farmers as seasonal farm representatives in a local ES office to recruit workers for grain harvesting pays off in better services and a more than doubling in placements.

The principal crops in northwestern Oklahoma are wheat and other small grains. Utilization of local seasonal farm representatives to recruit workers for these crops has proved very effective.

The Enid local Employment Service office employs four seasonal farm representatives to assist in providing service to five large counties in the northwest area of the State. This area annually produces 25 to 35 million bushels of wheat. In recent years, farmers in the area planted earlier varieties of wheat, more adequate storage space was available, and more harvesting machines were on hand. These changes meant that the grain harvest seasons have been earlier and of shorter duration, but with greater demands for workers.

ES interviewers detailed from other local offices to assist in recruiting for this harvest have not been very successful for several reasons. The interviewer was an outsider who did not know the farmers, the location of their homes and farms, or the problems peculiar to the area. An interviewer who worked in the area one year might not be available for work there the next year.

There is economy in using local seasonal farm representatives because they do not receive per diem and are paid mileage only for the use of a personal automobile. Their knowledge of the area also helps to cut down on the amount of mileage required.

The most significant problem encountered in using seasonal farm representatives was in training them to perform adequately on the job, including the use of the required operational forms. This difficulty was overcome by careful selection of individuals who know the area and its farm labor problems and would most likely be available from year to year.

All four seasonal farm representatives selected for the Enid local office had been farmers and three still owned land which was rented out.

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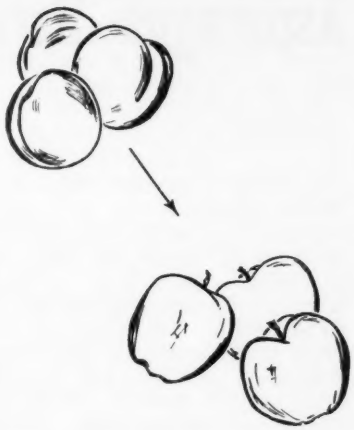
Novy Woolbright is Manager of the Enid local office, Oklahoma State Employment Service.

From Peaches to Apples

ROBERT H. SCOTT



Over the years, many high school and college students in the area served by the Wenatchee Farm Labor Office have relied on income from the harvesting and packing of soft fruit to pay part of their school expenses. Normally, approximately 1,000 students are able to obtain summer employment in this industry. However, in December 1964, a heavy freeze virtually wiped out the apricot, peach, and cherry crops.

Recognizing the severe impact of this loss, not only on the growers but also on the earning opportunities of the students, the local ES office staff contacted local schools early in May and offered to register students for summer employment. Although a large apple crop was expected, nationwide publicity about the loss of the soft fruit in the area was reducing the influx of migratory seasonal workers. With a shortage of labor facing the apple industry, it was hoped that recruiting and registering students for summer employment would create a labor reserve.

With the support of the local newspaper and various organizations such as the Grange, we publicized the loss of the usual job opportunities for students. Every farmer contacted by the local office was asked if he would accept students for apple thinning, the principal orchard activity underway in the area at that time. Although skeptical, most growers agreed to try some students.

The referral of students, both boys and girls, was started on an individual basis or in groups of two or three. Such referrals were continued throughout the thinning season. The second week in June at the request of a large grower, we began the formation of a crew with a crew boss. About 25 boys were referred to a local schoolteacher who was the crew leader hired by the grower. These boys were from 15 to 20 years of age with most 17 to 18. The leader interviewed the boys, selected 20, and the crew began thinning operations.

Since most of the boys were inexperienced, they were trained by the crew leader with the assistance of the orchard foreman. Their training began with the proper method of setting and using a three-legged orchard ladder, and progressed to "why" apple trees are thinned and "how," by the proper spacing, different varieties can produce maximum amounts of fruit of the desired size.

The boys worked from 7 a.m. to 5 p.m. each day, with an hour for lunch. They received $1.40 per hour and were reimbursed for the use of their cars when they worked out of the immediate office area. After the first week of thinning, the boys were doing such a conscientious job that the crew boss believed he could line up more work for them. He invited a neighboring rancher to observe the operation; this resulted in another job for the boys. Gaining confidence, the crew leader began contacting other growers. This crew worked for 6 weeks for at least four different growers, and all expressed satisfaction with the work. Only one boy quit and one was dismissed; they were readily replaced by referrals from the local office.

Two Crews Are Formed

The Employment Service participated in the organization of two smaller crews. One, consisting of four boys and a leader, worked on a tract of Bartlett pears. The crew leader received $2 per hour and the boys, $1.40 per hour. At the conclusion of the job, the grower came to the office to thank us and to recommend the boys for future work. On the basis of his recommendation, we were able to keep the boys working, though not as a unit, until the end of the season.

The other crew, consisting of five boys 16 to 18 years of age, was formed at the request of a local grower who had heard of the success of the other two crews. Seven boys were referred to the employer. He hired the first five, with his son-in-law as the crew boss. Followup was made 3 days after the referrals and again 10 days later. The crew leader expressed satisfaction with the boys' work and stated that he intended to do his entire thinning job with these boys, paying them $1.40 per hour for a 9-hour day.

Work Was Satisfactory

Periodic visits were made during the thinning season to the orchards where the crews were working. In all cases, the crew leaders and the ranch owners expressed satisfaction with the work being done.

Acceptance of the youth-crew and crew-leader concept indicates that it will be worth the effort to promote this program in the coming year. However, the availability of young workers for the apple crop will depend on the amount of labor needed for the soft fruit crop.

Robert H. Scott is Farm Placement Representative, Wenatchee local office, Washington Employment Security Department.

Asparagus Harvest Mechanization

GERALD W. ROWLAND

A machine designed to harvest a 40-acre asparagus field on a once-over daily basis is being developed in the State of Washington. The impact of this possible future mechanization of the asparagus harvest will be felt mostly in the Toppenish and Walla Walla local office areas. The Toppenish area employs approximately 3,400 workers to harvest 10,700 acres of asparagus, and the Walla Walla area uses approximately 750 workers to harvest 3,500 acres of asparagus.

The harvesting machine project was started in October 1964 under a research program sponsored by the Washington Asparagus Growers' Association in cooperation with the industry. Both a single-row and a two-row harvester are being developed to handle green asparagus as gently as a human hand. One machine will be field tested in 1966.

Gerald W. Rowland is Farm Placement Representative, Toppenish local office, Washington Employment Security Department.

The cutting units are attached to an adjustable frame which can be set at heights ranging from 4 to 8 inches above the ground by activating electric motors at each corner. Thus the asparagus can be cut at the desired height, while the shorter stalks are passed over.

When the machine reaches an asparagus stalk of the desired height, tubular rubber belts grasp it, an electronic trip activates the cutting knife, and the spear is severed at ground level or slightly below and transported to a conveyor belt that deposits it in a side box.

The one-row model tested in this area has 15 tubular gathering units each covering a 2-inch space. The two-row unit contemplated will have 30 such units.

Electric power to activate the sensing and cutting devices in the prototype was supplied by storage batteries, but in a commercial unit the power will be furnished by the machine's electrical system.

"Bugs" Must Be Eliminated

This machine is not yet ready to harvest Washington State's asparagus crop, but it is the most promising of machines tried so far. There are, however, many "bugs" that must be corrected. Some growers estimate that mechanization of the asparagus harvest is at least 5 years away.

At present, approximately 70 percent of the workers used in this State to cut asparagus are recruited in crews each year. Most of them come from Texas, others from Louisiana, Arizona, and California. Approximately 20 percent of the asparagus in smaller fields close to the small urban centers is being harvested by high school youths.

YAKIMA MORNING HERALD photo

This battery operated harvesting machine cuts the asparagus spears at the desired length and deposits them in the boxes at the side.

Next month . . .

Report of the Employment Service Task Force

Domestic Workers For Sugarbeets

E. C. HANCOCK

Extensive preseason planning and stepped-up recruitment for domestic workers for sugarbeet crops in the Mountain States result in more than enough workers to meet the demands.

On May 12, 1965, the last sugarbeet processor in the Rocky Mountain area announced that labor requirements of his growers had been met with domestic workers. Thus was dissolved the arrangement between sugarbeet growers and "their" braceros which had endured for the previous 15 years under Public Law 78 (permitting the importation of Mexican workers under an international agreement).

With the expiration of Public Law 78 on December 31, 1964, the farm labor staff was faced with the job of replacing some 8,300 braceros required during 1964 in sugarbeet preharvest work. It was immediately recognized that their successful replacement in sugarbeet work would be the key to their replacement in the score or more of vegetable and fruit crops grown in Colorado and Utah in which foreign workers had been extensively employed following completion of sugarbeet work.

A large and comparatively brief demand for workers to block, thin, weed, and hoe the sugarbeet crop normally begins about May 10 and extends through July. During this period, a labor force of approximately 20,000 is required in Colorado, Montana, Utah, and Wyoming to cultivate some 350,000 acres of sugarbeets. In 1964, more than 40 percent of the workers employed in sugarbeet preharvest activities were contract Mexican nationals.

E. C. Hancock is Farm Labor Service Representative, Region IX.

Advance planning began in the early fall of 1964, with the development of the most complete and accurate domestic labor supply information possible. This was accomplished by surveys of the farm labor resource potential conducted by the five State Employment Services in the Rocky Mountain region. Survey information included: (1) type of worker (single male or family group), (2) period of availability, (3) wage requirements, and (4) previous experience in farmwork. Perhaps more significant than the availability data secured was the response to questions pertaining to the terms of employment required to attract farmworkers. These included a minimum wage of $1.25 per hour, guarantees of full employment for 8 hours a day, 6 days a week, round trip transportation costs paid by the employer, and adequate housing.

Thus armed, we felt reasonably confident that untapped domestic labor resources were available if competitive wage rates and conditions of employment were offered. Also, we believed we had a pretty good idea of where to look for the workers when the need developed.

Immediately following the termination of Public Law 78, State Employment Services scheduled meetings with grower organizations and sugarbeet company representatives to acquaint them with the criteria established to qualify for foreign workers under Public Law 414 (the Immigration and Nationality Act), should they be required, and to promote an exhaustive program for the recruitment of domestic labor.

The third step in the preseason planning was a followup of these meetings which required that specific programs be developed and implemented to identify, recruit, and finally place workers with sugarbeet growers. To accomplish this, an intensive look was taken at all of the heretofore untapped and underutilized labor supply, including unemployed workers whose number averaged nearly 70,000 during the sugarbeet demand period.

The final step in preseason planning was to strengthen and expand interstate recruitment in known areas of supply by means of organized teams of experienced recruiters. A recruitment program established in 1953 by the Colorado Department of Employment as part of the Annual Worker Plan played a vital part in the overall domestic effort. Under this program, a team of 10 recruiters, armed with positive hiring authority from the employers participating in the program, scoured the States of New Mexico, Oklahoma, and Texas for farmworkers who were scheduled first to sugarbeet work in Colorado, Kansas, Nebraska, Montana, and Wyoming, with subsequent commitments to demand areas on the West Coast and in the Middle West.

The best preseason plans and estimates of potential farm labor supply, however, do not get the beets hoed. During the years of the bracero program, many beet growers, especially the bracero users, depended completely on processing companies for their labor needs. Acting as agent and foreign labor contracting representative, the processor relieved the individual grower of much of his responsibility for the procurement and management of labor. Workers arrived when needed and departed when the work was completed.

From the growers' point of view, it would be difficult to improve on this system. Many were hard to convince that in the future, foreign labor would not be authorized until all domestic labor resources were completely exhausted, and that the recruitment of domestic workers must include the minimum standards provided in the criteria established by Secretary of Labor W. Willard Wirtz. These included minimum hourly earnings guarantees, payment of round trip transportation costs by the employer, guaranteed hours of work,

These photographs show a sequence in modern mechanical sugarbeet cultivation and harvest. Top: An "Incorporater" digs the furrow, mixes the soil from the furrow with a herbicide and emergent fertilizer, and replaces the treated soil in the furrow preparatory to planting. Center: A mechanical thinner removes excessive beets to a desired spacing of 8 to 12 inches between plants and removes weed growth. Bottom: A mechanical harvester removes beet tops, digs and loads the sugarbeets. The tops are retained by the growers for feed.

and occupational insurance coverage paid by the employer.

By March 1965, a pretty good picture had developed, revealing the policies of the various sugarbeet grower and processor interests involved. One company filed a criteria order for domestic workers covering all labor requirements and declared its intention to cooperate fully in the program to eliminate the employment of foreign labor. Another company placed a criteria order for a part of its labor needs, but continued the past policy of recruiting a major part of its growers' needs through its own labor organization. Two other companies with somewhat smaller labor requirements announced that they would recruit independently and would not meet the requirements necessary to qualify for foreign workers.

As the start of sugarbeet work approached, it became apparent that, thus far, Employment Service efforts to assure the recruitment of an adequate supply of domestic workers had been only partially successful. In late April, the Colorado Department of Employment team had successfully committed the entire labor needs of one company, plus an "override" of 25 percent to insure against workers not keeping their commitments. A majority of these workers were recruited in Texas.

There was no time for complacency. Another company advised that it anticipated a shortage of some 10,000 workers, based on current recruitment progress and past production experience of braceros versus domestic crews.

Now our plans, so carefully laid, faced their first real test. The time was ripe to implement the specific programs provided for in step 3 of our plan. The groundwork had been laid by securing, through the cooperation of the State Employment Services, solid information on local labor resources including school youth and Indian labor from adjacent reservation areas. A crash program to recruit these workers was immediately undertaken to fill the reported worker shortage.

First attention was given to the recruitment of school youth. This called for close cooperation with high schools located within commuting distance of heavy labor demand areas. Because of its location and large school youth population in the 14- to 18-year age bracket, Denver was the ideal place to start. Colorado Department of Employment staff conducted meetings in cooperating schools including films to acquaint inexperienced youth with the requirements of sugarbeet work. Radio, television, and newspaper publicity was used extensively to generate interest among youth throughout the area.

Tremendous Response

The response was overwhelming. In Colorado alone, over 4,000 youth were registered for farm employment. In Utah, where effective youth programs had been sponsored by the Employment Service in the past, 800 additional youth were recruited. Montana registered 650 youth, Wyoming 400, and New Mexico 500.

On May 7, 1965, only days away from the normal start of sugarbeet work, a request for 4,230 Mexican national workers was presented directly to the Secretary of Labor. On the basis of demonstrated availability of domestic labor, the request was denied. More than 6,000 youth in sugarbeet areas were registered for farm jobs. Nearly 3,000 Indians from reservation areas in Montana, New Mexico, Utah, Wyoming, and the Dakotas were willing and ready to go to work. A massive day-haul planned for areas of heavy unemployment in the city of Denver to supply an estimated 650 workers for nearby sugarbeet fields was ready to put in motion.

On May 12, 1965, all unfilled orders for sugarbeet workers were canceled. All labor shortages previously reported had disappeared. Stepped-up recruitment efforts in Texas and Oklahoma had produced a sufficient supply of domestic workers to meet the entire demand.

Now we were faced with an oversupply of domestic workers—6,000 youth and 3,000 American Indians. A natural disaster provided jobs for some 2,000 youth workers in a flood cleanup program sponsored by the Colorado Department of Employment. Efforts to place Indians proved less fruitful. Several groups were recruited by California employers, but many still await a chance to prove that they are dependable workers.

A notable example of successful employment of Treaty Indians from Mexico in sugarbeet work has been developed by the Holly Sugar Corp. In 1965, a group of 240 workers composed of families from the Kickapoo Tribe were employed by beet growers in the Hardin and Sidney, Mont., areas. A company spokesman praised these workers for the excellent quality of their work and their dependability in fulfilling work commitments.

The best information available indicates that total planted sugarbeet acreage in 1965 was comparable to previous years except for an 8 percent reduction from the previous year resulting from reduced acreage allotments by the U.S. Department of Agriculture. Crop loss due to adverse weather was not considered excessive, despite disastrous floods in Colorado last year.

On June 11, 1965, we had the first practical confirmation that our efforts to replace braceros with domestic workers in sugarbeets had been successful. On that date, THE DENVER POST quoted a major sugar company executive as saying that labor was sufficient and no shortage was expected.

A former bracero employer of Brighton, Colo., grows about 400 acres of sugarbeets each year on his 1,580-acre farm. His beet crop is contracted to a sugar refinery. In addition to a busy schedule managing his efficient farm enterprise, he is a director of the Mountain States Beet Growers Association, representing 4,000 sugarbeet growers. Commenting on the effects of the termination of the bracero program, he said that beet growers were "surprisingly pleased with their experience with domestic labor this year." He believes that good labor management is the key to the successful employ-

(Continued on page 31)

How To Recruit Migrant Workers

WILLIAM J. LAMAR

There are many methods of recruiting and many problems to be faced in recruiting workers for jobs in general and for out-of-State agricultural jobs in particular. Some of the methods used successfully and some of the problems encountered and solutions found are discussed below.

Before recruiting workers to join the migrant labor stream, it is important to make certain that there is not work in the area for all available workers. In an area in which labor demand and labor supply are almost equal, it would be easy to damage relations with local farmers by moving labor out of an area where it is badly needed.

After determining that a supply of workers is available, the next step is to recruit them. The most efficient way to recruit workers is indirectly through a crew leader, otherwise workers must be contacted individually.

In searching for a potential crew leader, the first quality to look for is dependability. Next, he must have, or be able to develop, the ability to handle workers. Third, he must have, or be financially able to obtain, the necessary vehicle or vehicles for transporting his crew to the job. A crew leader should be able to recruit enough workers for his crew, but occasionally may need help in locating a sufficient number of workers.

Some Work in Particular Crop

A person who wants to become a crew leader but has had no experience with the type of crop that he wants to carry workers into should spend one season as a member of a crew working in that particular crop. This will give him an opportunity to become familiar with the crop and with the problems the workers face.

When enough crew leaders cannot be found to handle the available supply of workers, recruiting on an individual basis is the only alternative. The best method of recruiting individuals is to have the employer or his representative come into the area and interview groups of prospective workers. He will be able to paint a more accurate picture of the available jobs and will be better able to select the workers who qualify.

If positive recruitment cannot be arranged, the recruiter should familiarize himself as much as possible with the job in order to foresee and be prepared to answer any questions which might be asked by prospective workers. Information gained from workers who have done the same kind of work previously is often unreliable. Information should be obtained directly from the employer.

Timing of Recruitment

When to begin recruiting is an important question to be considered. Recruiting done earlier than a week before workers are to leave for a job is mostly wasted effort. If unemployed workers are recruited but have to wait too long for jobs, they scatter and another group must be recruited.

Another question to be considered is the type of workers to whom recruiting should be directed. Workers who have previously done the same type of work are the first who should be sought. Problems have developed when workers who had worked with one employer one year, signed up with another employer the following year. Upon arrival at the place of employment, such workers may leave the employer with whom they have signed up and go to work with the former employer. Whenever possible, arrangements should be made for workers to return to the same employer year after year.

In discussing available jobs with workers, no attempt should be made to paint a rosy picture of the job. It is preferable for a worker to find a job better than described rather than worse. Some employers have begun sending brochures containing pictures and detailed descriptions of the job, housing, etc., when submitting an order for workers. More employers should be encouraged to do this.

Radio and Word of Mouth

Radio stations in the area are generally very cooperative in making public service announcements concerning out-of-State agricultural jobs, and results of such announcements have been fairly successful. Another method of recruiting that has worked well is asking each worker who shows an interest in accepting an out-of-State agricultural job to tell any of his unemployed acquaintances about the opportunities.

One of the most difficult obstacles to overcome in recruiting is a false rumor about the unfavorable way that workers have been treated on the job. Such rumors spread rapidly through a city or even a county and greatly hinder recruiting efforts.

Arranging for safe and dependable transportation of groups of individually recruited workers to the job has been a problem that has almost been eliminated. Most employers have begun sending either commercial bus tickets or their own buses for transporting workers. Since workers seldom have money for subsistence when they leave for an out-of-State agricultural job, it is practically a necessity that the employer or hauler make prior arrangements for feeding the workers while en route to the job.

The recruiters' true reward for facing the many problems comes when the unemployed workers board the bus knowing that when they reach their destination they will have jobs waiting.

William J. Lamar is Rural Industries Employment Specialist, Alabama Department of Industrial Relations.

Field Team Operations in the Melon Harvest

JAMES J. MALLOY

Months of advance planning, extensive publicity, and the tapping of all possible sources, from colleges to Indian reservations, were invoved in recruiting domestic workers for an Arizona melon harvest.

The termination of Public Law 78 (which permitted importation of Mexican nationals under an international agreement) called for careful analysis of our local, inter- and intrastate labor supply and a concentration of effort on intensive recruitment to fill all seasonal agricultural jobs with domestic workers.

One of the many challenges was the Yuma melon harvest, which had employed some 4,000 Mexican nationals during the 1964 season. The work requires much stooping and is performed in temperatures that often reach 120°.

To meet an expected shortage of farm labor, the Administrator of the Arizona State Employment Service met in March with all State Office Employment Service personnel to stress the importance of the drive to recruit domestic workers to fill all agricultural job orders. This meeting was followed by one with local office farm managers advising them to alert all local office farm staff to the importance of the intensive recruitment drive. In addition, a memorandum was sent to all local offices, farm and nonfarm, requesting their assistance in recruiting domestic labor for the Yuma cantaloup harvest.

They were instructed to use all media of communication for the widest possible coverage.

A meeting was arranged with the boards of directors of two grower associations to urge that they take an active part on their own in the recruitment of workers.

The Governor of Arizona also called a meeting of growers in March 1965 to review the discontinuance of the bracero program and its effect on Arizona agriculture. Attending the meeting were representatives from the Bureau of Employment Security, Arizona State Employment Service, growers and grower organizations, and the State Veterans Employment Representative.

While these meetings with various State, Federal, and grower organizations were being held, a task force, consisting of State and Federal personnel, was visiting the Navajo, Hopi, Apache, and Papago Indian Reservations. The team members talked to tribal leaders, Bureau of Indian Affairs personnel, and workers about the work coming up in the Yuma area. No direct job offers were made on the first contact.

In May the State-Federal recruitment teams returned to the reservations with firm job orders for the melon harvest. Handbills, leaflets, and posters were distributed throughout the areas.

On the Papago Reservation, publicity was arranged through newspapers and radio broadcasts from Tucson. However, the news spread through the villages mostly by word of mouth. The recruiting team was out every day except Sunday, registering workers and recruiting on job orders.

On the Navajo Reservation, the recruitment team operated 7 days a week. Publicity was arranged through the NAVAJO TIMES, the reservation's own English-language newspaper. A Flagstaff radio station made announcements in Navajo concerning the need for workers in the Yuma melon crop.

The four interviewer-interpreters on the Navajo Reservation, two on the Apache Reservation, and one on the Hopi Reservation made continuous surveys to determine the availability of workers. Isolated trading

James J. Malloy is Assistant Chief of Farm Placement, Arizona State Employment Service.

posts and even hogan-to-hogan contacts were made to alert the tribesmen to the current job opportunities.

Months in advance of the cantaloup activities, the Chief of Farm Placement had set up a schedule for an advance contact man to visit every city, town, and village in the State, as well as the more populous rural areas. His main purpose was to set the stage for the recruiting team which would follow at a later date with firm job orders. The advance man visited each local Employment Service office and discussed plans with the manager. Arrangements were made to contact the mayor, city council, and businessmen to discuss the intensive recruitment program and the distribution of leaflets and posters in the area. Arrangements were made with newspapers and radio stations for daily and weekly news releases and spot announcements on the radio in both Spanish and English.

The mobile recruitment teams followed the advance man into areas and towns indicating a recruitment potential. The mobile team set up recruiting stations in local Employment Service offices, fire houses, and city halls. In addition, all charitable and civic organizations were contacted and door-to-door canvassing was conducted. Radio announcements and newspaper articles advised the public of the recruiting team's presence in the area. All available individuals, family groups, and crews were screened and arrangements were made to transport all acceptable workers to the Yuma area, where they were met by followup teams.

Recruitment of both intra- and inter-state domestic workers was carried on through the use of all local office facilities, including active and inactive file search, call-in cards, lobby recruitment through the screening of walk-in traffic, and expanded day-haul operations.

Radio and television spot announcements, scheduled radio jobcasts, and newspaper advertising (paid for by employers) were used to induce workers to apply for agricultural employment. Recruitment posters depicting various tasks involved in preharvest and harvest activities were placed in hotels, motels, bars, and grocery stores frequented by people who might be interested in seasonal agricultural employment. During peak demand periods, special inseason handbills were distributed; and door-to-door canvassing of residential areas was made to recruit all local workers who were available.

Help From Unions

Continuous contact was maintained with organized labor, local law enforcement agencies, veterans groups, and welfare and social agencies to gain their support and cooperation in publicizing agricultural job openings. AFL–CIO local leaders played an important part in the efforts to recruit domestic workers. Announcements were made at union meetings; the Arizona Labor Journal, in a quarter-page ad, requested all unemployed union workers to consider employment for about 4 or 5 weeks in the Yuma cantaloup harvest.

The A–TEAM program (Athletes in Temporary Employment as Agricultural Manpower) was utilized extensively in Arizona. Early in May, recruitment teams were formed with State and local office personnel to visit many of the high schools throughout the State and to explain to the principal, coaches, and students the need for workers in the cantaloup harvest. Preseason orders were discussed, covering length of employment, work involved, wages, working conditions, transportation, feeding, and housing facilities.

The coaches who were to act as counselors for the A–TEAMS were given application forms, which included a physical fitness statement signed by the applicant's family physician and a parental authority card. The students were formed into teams of 35 to 50 workers. Transportation was furnished by the growers.

At peak, 14 A–TEAMS totaling some 500 students were active in the Yuma melon harvest. Other A–TEAMS (2,000 workers) were recruited and available, but because of adverse weather conditions could not be used by the growers.

Prior to the transportation date, five followup teams of two members each (one bilingual) visited the grower's camp to inspect housing and feeding facilities. The followup team met the A–TEAM at the camp, got them settled, gave them job information, and offered help if further information was needed or if unexpected problems arose.

At 6 o'clock each morning, the followup teams were instructed on their daily activities, which included visiting assigned cantaloup fields to count the workers and list them according to adults, youth, and A–TEAMS. The worker count was reported to the Somerton Farm Office before noon. Then the teams returned to the fields to talk with A–TEAM coaches, students, field foremen, and growers to obtain additional orders for workers, and to attempt to resolve complaints from growers or workers. Growers were encouraged to provide efficient supervision, job orientation, and recreational facilities. This type of field operation, where the followup teams were available 24 hours a day, 7 days a week, resulted in a minimum of turnover, as both minor and major complaints were resolved on the spot.

The Texas Employment Commission extended full cooperation in the mutual efforts to form A–TEAMS to work in Yuma's cantaloup harvest. However, because of the slow harvest no A–TEAMS from Texas were needed.

All colleges in Arizona were contacted by State Employment Service personnel and announcements were made through campus newspapers, campus bulletin boards, and radio stations giving the time and place of positive recruitment with grower representatives. The week of May 17 was selected for the recruitment activities. Movies showing the various tasks associated with the cantaloup preharvest and harvest were shown at the recruitment meetings.

As a result of this effort, some 400 college students participated in the melon harvest. Of this total, 114 were recruited on an interarea recruitment order from McNeese State College in Louisiana. All of these students lived in approved camps operated by the growers.

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Using Seasonal Farm Recruiters in Arkansas

LLOYD E. CURTIS

Expanding its work force of temporary seasonal farm placement recruiters helps a State Employment Service utilize more fully local farm labor needed by growers to replace large numbers of braceros.

Arkansas, as a user of Mexican nationals in agriculture (nearly 40,000 at peak), probably had the "typical" reaction to the end of Public Law 78. We learned that the job was to be done in 1965 without foreign labor—"What do we do now?" It was, indeed, a "challenge."

The State Administrator called a meeting of his Farm Placement Advisory Council made up of 14 of the State's leading agricultural employers. He explained the provisions of the Secretary of Labor's regulations and how they would affect plans for importation of Mexican nationals for the 1965 farming season. After considerable discussion, it was the opinion of the Council that Arkansas' farmers would not offer the $1.15 per hour prescribed by Secretary Wirtz as a requirement for eligibility for importing Mexican workers. The 1964 requirement had been only 60 cents per hour.

The local offices set up a series of area meetings; all farmers were invited. At each meeting, the State Farm Placement Supervisor, carefully explained the provisions of the Secretary's Regulations. Reaction was definite—"We can't raise wages that much!"

This, then, was our challenge: To develop methods to utilize *fully* the local labor supply in each area.

It was decided that the Employment Service would expand its work force of temporary seasonal farm placement recruiters. The system had worked well before, although on a limited basis because of a lack of available funds. Through the understanding and cooperation of our Dallas regional office, we were able in 1965, for the first time, to secure authorization and funds to hire temporary recruiters in the numbers needed.

Two meetings to stress the importance of the recruiting problem were attended by all local office managers, local farm placement representatives, the director of field services, field supervisors, and the central office farm staff.

The first labor problem was in strawberries in Mississippi County. In 1964, some 400 braceros had been used. This year, the growers asked again for our help. Three recruiters were hired for that area.

Qualifications

A seasonal farm recruiter must be selected with care. He must be a man who knows the area and its agriculture thoroughly, and is willing to work hard. We were fortunate to find three such men in this area.

Tested recruitment methods were used. Newspaper and radio publicity was released almost daily. House-to-house canvassing of residential areas in all cities and villages in the area was carried out. A sound truck was used to canvass the larger areas. Our message was out—to everybody!

The strawberry crop was harvested without loss.

Next came the cotton chopping season. Similar methods were used. We had only one new approach. Our regular local office Farm Placement Representative at Jonesboro was given a special assignment as a field farm placement technician. His job was to coordinate recruitment efforts and temporary recruiters hired in the six offices in the towns of Newport, Searcy, Paragould, Batesville, Walnut Ridge, and Jonesboro. These offices bound Craighead County on the west from the Cache and St. Francis river bottomlands to the gently rolling hills at the edge of the Ozarks.

The hill country previously had a source of seasonal farm labor, but many residents had moved, and it was difficult now to interest those remaining in farmwork.

The greatest recruiting success of the farm labor representatives was in the heavy agricultural areas. Local office FPR's worked long and hard. Available workers were fully utilized, with few lost days. The cotton cultivation season was also completed without serious complaint of labor shortage.

Work done by the temporary seasonal farm recruiters was very satisfactory. Agricultural placements in Arkansas in the first 10 months of 1965 were 40 percent higher than for the same period in 1964 when 17,426 foreign workers were employed on the farms of the State. A total of 23 recruiters were used in the spring of 1965, compared with 10 a year earlier. It is hoped that temporary recruiters may be used again in 1966.

Lloyd E. Curtis is Supervisor of Farm Placement, Arkansas Employment Security Division.

Farm Workers From New York City

PAUL M. HOPPE

How the New York City ES "got them down on the farm" from the big city to help meet the State's farm labor needs is revealed in this story of an unusual recruiting operation.

On a July afternoon in the snap bean belt of New York State, the farm employment representative from Auburn, N.Y., was discussing farm labor needs with the general manager of the Cayuga Producers Co-operative, Inc., and two of his crew leaders. The Co-op had been having difficulty in obtaining a full complement of workers from the usual sources. They needed 50 more men within the next 2 weeks. The farm employment representative suggested, "Why don't we see if we can get these workers through the Farm Unit in New York City?" Although the general manager was skeptical, the two men decided to try it, and another order was on its way to the New York City Farm Unit of the New York State Employment Service. This one resulted in the placement of some 100 workers between July and September.

The New York City Farm Unit was created in the early days of World War II to meet the increased demands for farmworkers. It is located at the Manhattan Service Industries Office and has a year-round staff consisting of a senior farm employment representative, two employment interviewers, and a stenographer. In March, five employment interviewers and two typists are added. By October, the Unit staff is again reduced to its year-round size. Because all the professional employees, except the senior farm employment representative and one of the interviewers, are nonfarm people, they receive special training regarding agriculture, rural living, and migrant labor problems.

Paul M. Hoppe is Senior Farm Employment Representative, New York City Farm Unit, New York State Employment Service.

In a city of 8 million people, a major problem in recruitment is communication—getting the message across that farm jobs are available even for inexperienced but willing workers. To accomplish this task required a considerable amount of assistance from other offices of the New York State Employment Service, from agencies outside the Employment Service, and the cooperation of newspapers and radio stations.

In 1963, a cooperative program had been initiated with the local office of the Puerto Rican Labor Department in which a bilingual interviewer from the Farm Unit was stationed at the Puerto Rican office two mornings a week. This program was so successful that in 1964 it was expanded to three mornings a week with an option to continue into the afternoon if the number of applicants warranted.

A Challenge in 1965

The 1965 harvest period presented a great challenge. It was clear by early February that the absence of foreign workers and the inability of some crew leaders to meet certain provisions of the new Federal Farm Labor Contractor Registration Act would increase demands on the Unit during 1965. Would it be possible to increase substantially seasonal farm labor recruitment in New York City? And, if so, how could this be accomplished?

In March 1965, Farm Unit specialists met with the staff of the Puerto Rican Labor Department to determine how recruitment through its office could be increased. Plans were made to step up the flow of workers: The Puerto Rican office would prepare posters in Spanish to be displayed during periods of heavy recruitment; more extensive use would be made of the loud-speaker system to advise persons in the waiting area of agricultural job opportunities; the Farm Unit would cooperate in advertising for the best possible coverage; a bilingual interviewer would continue to work in the Puerto Rican office.

ARE YOU AVAILABLE for FARM JOBS?
COME TO THE FARM OFFICE
NEW YORK STATE EMPLOYMENT SERVICE
247 WEST 54TH STREET - SIXTH FLOOR
NEW YORK, NEW YORK
NEW YORK STATE DEPARTMENT OF LABOR, DIVISION OF EMPLOYMENT

¿ QUIERES TRABAJAR EN LA AGRICULTURA?
VENGA AL
SERVICIO DE EMPLEO DEL ESTADO DE NUEVA YORK
SECCIÓN DE LAS FINCAS, PISO 6
247 OESTE 54 CALLE
NUEVA YORK, NUEVA YORK
NEW YORK STATE DEPARTMENT OF LABOR, DIVISION OF EMPLOYMENT

These efforts increased the number of applicant visits from 290 in 1964 to 405 in 1965. Total placements resulting from these visits increased from 128 in 1964 to 277 in 1965.

In July, when the Unit had more orders than available labor, a news item was released to one of New York City's larger daily newspapers, a Spanish-language daily, and a popular weekly paper. The result showed 186 individuals responded and 140 were placed.

In September, the Unit tried a new method to recruit apple harvest hands for the Hudson River Valley. Many other agencies in New York City are engaged in locating employment opportunities for applicants. We felt that some of these people might be interested in farmwork. With this in mind, the Farm Unit supervisor visited the offices of the Centro Católico de Información La Esperanza, JOIN (Job Orientation in Neighborhood), HARYOU ACT (Harlem Youth Opportunities Unlimited—Associated Community Teams), New York City Labor Department, Catholic Charities, New York City Welfare Department, the Social Service Section of Radio Station WHOM, and the Puerto Rican Labor Department. During these visits, the Unit representative discussed apple harvest needs with key personnel in each agency and obtained their agreement to cooperate in this recruitment. Each agency was given posters and notices explaining the job, including duties, pay, housing, and feeding arrangements. Arrangements were made for these organizations to send their applicants, using their own referral cards, to the Farm Unit. This program operated for 1 month, with the 8 agencies providing 96 applicants. Of these, 81 were placed on farm jobs. The Unit plans to retain these cooperative affiliations and, in the future, to start earlier.

Newspapers and Radio

Additional methods of recruitment had to be found. Classified advertisements and spot radio announcements had been used in the past with little success, mainly because the wage rates advertised ranged from 85 cents to $1 an hour. In 1965, however, wages began at $1.10 with a high of $1.40 an hour. This new standard was more in line with what unskilled workers might expect to receive locally. A total of 15 days of paid advertising brought in 294 applicants, of whom 261 were placed.

However, there were other significant reactions to these ads that cannot be directly measured in placements. The community was made

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Texas Evaluates Its Farm Placement Activities

JOHN R. REAGOR

A comprehensive program to evaluate farm placement activities and to train farm placement personnel in new approaches to employers and applicants in keeping with changing farm practices proves effective.

By the latter part of 1962, it had become obvious that major changes were occurring in the farm job market. Public Law 78, which permitted the importation of Mexican nationals for seasonal agricultural work, was coming to an end. In an effort to offset the expected shortages of labor and rising labor costs, farm employers began mechanizing at a rapid pace. Rapidly increasing use of machines for harvesting meant that no longer would the major market for farmworkers be in the seasonal harvesting jobs. However, this change-over in farming practices was opening up a new field of permanent and long-term jobs for the higher skilled workers. Therefore, if the Farm Labor Service was to continue to occupy a place of influence in the farm job market, a complete redirection of the program was indicated.

With this background, a very critical appraisal was made of the Texas farm placement operations. Two facts were quite evident: Farm employers needed and desired workers, and agricultural workers needed and desired jobs—but the only common denominator in this equation was "need." The desires of the two parties were poles apart. The worker desired a job which would pay him a wage to provide his family the basic necessities of food, clothing, and medical care. The employer desired a worker of ability and dependability with a minimum of contingent family problems, who would be willing to accept a comparatively low wage for a probationary period of a year or two. Records indicated that farm employers were not averse to paying good wages and providing attractive perquisites to well qualified workers of proved dependability. Therefore, the solution of the problem in the development and operation of a farm program geared to the future was a matter of education—an educational program directed to farmers, applicants, and Farm Labor Service personnel.

The educational program with farm employers would explain what other farmers are doing to solve their labor problems. It would emphasize the advantage that could accrue from a training course in employer-employee relationships and from cooperating with vocational training programs to teach farm skills to potentially qualified workers, such as those available through MDTA and ARA projects.

The educational program with workers was one of counseling, not counseling in the formal sense, but through improved screening of applicants selected for job referral and instructing the selected applicants on their responsibilities to the employer and the job.

The educational program for Farm Labor Service personnel was a training program—or perhaps a better description would be retraining. The training involved the standard Employment Service functions of application taking, order taking, order filling, recruitment, and employer relations.

In application taking, the training went beyond the action of completing the obvious items on an application card to that of developing the ability to evaluate an applicant's experience and training, as well as his attitude, work habits, and interests, in terms of marketable qualifications.

Order taking training went beyond the recording of the minimum detail provided by the employer. This training was based on the premise that when the employer places an order, it is an indication of his need for help and also that he feels that the Employment Service can be of assistance. Therefore, this act presents an opportunity to discuss with the employer the job, its requirements from the standpoint of ability and experience, its advantages from the standpoint of wages, working conditions, and opportunity for the future. All of this information was to be analyzed in terms of job market conditions with a frank appraisal of the situation and appropriate suggestions given to the employer.

Employer contact personnel training involved a new approach. Employer "visiting" was to be discontinued in both terminology and practice. Employer "consulting" was considered a more descriptive term for the job to be performed. The basis of training was that it was not sufficient for contact personnel to be as well informed as the farmer on labor needs, labor supplies, job qualifications, and successful farm labor personnel practices. They should be *better* informed.

The first of the training meetings, held in February 1963, was followed by five additional meetings through October of that year. The training was conducted by the Field Service unit of the Farm Placement Department.

A Two-Stage Plan

The plan developed to carry out the objectives of the training program was a comparatively simple two-stage operation. The first stage was an evaluation of farm placement operations in a selected group of offices—usually four to six offices serving contiguous areas. These offices were evaluated simultaneously by members of the Farm Placement

John R. Reagor is Assistant Chief, Farm Placement Department, Texas Employment Commission.

Field Services unit. This action was followed by a 1-day formal training session attended by the farm placement personnel and managers of the offices involved and given by the members of the evaluation team.

The training material covered all basic operating functions; i.e., application and order taking, order filling, recruitment, and employer relations. However, the specific content of the training was based upon information obtained from the evaluations made in the offices represented in the training class. Thus, the training was based directly upon current operations.

Good and Poor Examples

Actual examples of good or poor operations, taken from the records of participating offices were projected on a screen to illustrate points under discussion. For example:

(*a*) An application showing good farmwork experience but no assigned farm occupational classification;

(*b*) An application of a farm applicant with a good description of work experience, skills, abilities, and pertinent comments on attitudes and interest, as well as followup information developed as a result of referrals and placements;

(*c*) Employer orders with little or no information, and an order with detailed job description as well as perquisites offered;

(*d*) Employer orders canceled after little or no recruitment action and an employer order that was filled after all methods of recruitment were used;

(*e*) Applications of well qualified applicants for whom suitable openings were not available at the time of application and who were lost to the office because of failure to use job development;

(*f*) Orders canceled because of poor selection and on which, because of delayed followup, information was not obtained until order was filled from other sources, and an order with immediate referral followup, resulting in a revision of order information and successful filling.

The fact that these examples came from the offices of the personnel in attendance and without advance knowledge of when or what was to be shown heightened the interest. The entire training class was more alert at the end of the session than at the beginning.

This training seemed to do more to improve farm placement operations in local offices than anything since the development of the basic EMPLOYMENT SERVICE MANUAL. It was not the training content, but rather the approach, which involved each participant personally.

Now that a year has passed since the initiation of the evaluation and training program, the results can be viewed more objectively. Some of the most evident achievements are:

(*a*) *Improved morale of farm labor personnel.*—A new self assurance has come with the knowledge that things are being accomplished. There is now a feeling of "Let's try," rather than "It's no use."

(*b*) *Expanded employer market penetration.*—In almost every office evaluated in which personnel have received the training, there has been an increase in the number of employers served.

(*c*) *Increased placement activity.*—Not only did individual selection placements increase on a statewide basis, but also seasonal placements, which had been showing a declining trend.

Because of the enthusiasm with which the evaluation and training program has been received by operating and supervisory personnel and because it has produced excellent results, the program is now a permanent part of the overall farm placement program.

FARMWORKERS FROM NEW YORK CITY

(*Continued from page 25*)

aware of the new wage structure. The fact, as advertised, that inexperienced but willing individuals could be placed became common knowledge. New York City residents began to advise their newly arrived relatives and friends to come to the Unit for work.

The timing of the ads, interspersed with spot radio announcements, provided for an almost continuous stream of applicants during critical periods. A total of 32 separate spot radio announcements were released from April 1 to September 30. Good relationships with radio station personnel insured use of these releases. This portion of the campaign yielded 416 applicants and resulted in 319 placements.

Posters

The Farm Unit developed two posters: "Are You Available for Farm Jobs?" and "Good Farm Jobs Are Open—Get Yours Now" in English and Spanish. The Art and Public Relations Sections of the Puerto Rican Labor Department suggested proper wording and a design that would both attract and inform Spanish-speaking workers. These posters were mailed to other Employment Service and Unemployment Insurance offices throughout New York City. They were also mailed to churches, church groups, other nonprofit charitable organizations and New York City public agencies to which a jobseeker might turn. The mail distribution was followed with telephone calls to make sure that the posters were displayed.

Other Employment Service offices in the city assisted in the actual recruitment of farm job applicants. The services of Metropolitan Clearance were used in distributing job order information, and direct contact was made with Employment Service Representatives assigned to Unemployment Insurance offices.

The Farm Unit program in the past year has been a *combined operation.* The success of a metropolitan farm labor office depends on the amount of cooperation it receives not only from the Employment Service offices in the area but from outside agencies as well. What were the results of all our efforts? We found that we could substantially increase recruitment in New York City. It was evident that higher farm wages, when properly advertised, enabled us to locate workers who might not otherwise have been interested. We have discovered new sources of recruitment, tried out new ideas, and learned how to improve old methods.

The Paradome has 12 sides. Panels inside the screened upper half can be raised or lowered for privacy and ventilation. Outside are picnic tables and camp stoves or fire pits for cooking. Sanitary facilities are nearby.

These duplexes house 20 families who are assured at least 10 mon diversified vegetable and field crop farm in Monterey County, Cali with kitchen alcove. Heaters and a cook stove are furnished a the weekly pay check.

California F
To Family Hous

WHAT California is doing to try to solve the serious and urgent problem of providing family housing units for the vast numbers of domestic farmworkers needed to replace the braceros is revealed in this article.

When the 1964 expiration of Public Law 78 withdrew braceros from California's fields and orchards, some 50,000 empty beds remained in bunkhouses and other bachelor quarters throughout the State. A labor shortage of grave proportions loomed and growers looked ahead with dread and gloom.

Past recruitment of single citizen males to replace braceros in fields and bunkhouses had fallen short in numbers and work performance. Promising applicants had appeared at farm labor offices, but too often the interviewer heard, "My family's with me—is there a place for us to stay?"

Despite steady increase in family units built and remodeled, permanent workers were the principal beneficiaries. Those least likely to find "a place to stay" were the families of seasonal harvest hands.

In early 1965, the Farm Labor Service pressed promotion of family housing as the most urgent and promising step toward successful recruitment to replace braceros. Many growers and labor associations agreed, reasoning that past objections to the high costs and rigid standards of construction were now outweighed by the threat that lack of housing might prove more costly in the loss of crops unharvested.

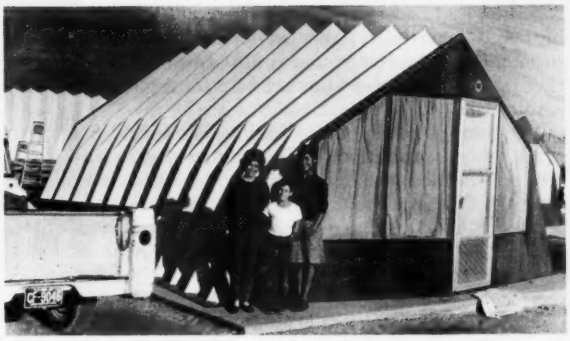
Widespread publicity helped to redirect attention to housing deficiencies. The ingenuity and capital of individual growers, the pooling of efforts and resources by farm labor associations, commodity groups, related industries and business, and the financing and other assistance from national, State, and local government agencies and community organizations all contributed to the acceleration of interest and action to increase seasonal farm family housing. The 1965 results might be appraised as a brisk step forward—but with a long uphill stretch still ahead.

The California Legislature authorized the Division of Building and Housing Standards to update and devise

San Benito flash peak programs for children include school, day-care, and recreation. These children from Texas, Oklahoma, and Arizona were eager to show their books and school room.

Margot Wakeman Lenhart is Farm Labor Supervisor, California Department of Employment.

ast 10 months' work in various seasonal activities on the employer's large_ County, Calif. Each unit has two bedrooms, bath, and large living room furnished and occupants pay their own utilities. Rent is deducted from



The Plydom, on a concrete slab, is larger than the Paradome. A T-shaped partition inside makes a living room and two separated bedroom areas, with a passageway between the ends of the partition and the walls of the shelter.

nia Faces Up Housing Urgency

MARGOT WAKEMAN LENHART

specific rules and regulations applicable to farm employee housing, including temporary camps and mobile home facilities.

There is no complete pre-1965 inventory figure and there is no complete count of family units added to California's farm housing in 1965, but a sampling of construction between January and June, in 6 counties, showed 222 new family units completed and 254 proposed.

There was considerable conversion from single to family housing. For example, one employer, at a cost of some $70,000, put up partitions, adapted sanitary facilities, and added utility outlets to create seventy 2-room family apartments out of dormitories formerly housing about 850 men. What had been space for about 12 single workers became an apartment for 1 family which, on an average, included 3 workers. Apartments contained beds, a table with benches, shelves, and an appliance combining gas cook stove, sink with tap, and electric refrigerator. Laundry and sanitary facilities were nearby.

Some farmers acquired motor coaches or mobile homes and put in trailer park facilities. Even though the numbers were limited, trailers were favorably received by the workers, and the mobility of the equipment offered the employer practical advantages for seasonal housing.

The State Office of Economic Opportunity, under a national Economic Opportunity Act grant, paid 90 percent of the costs for portable prefab housing and related equipment, facilities, and services for 400 seasonal farmworker families—300 in Stanislaus County, and 50 each in San Joaquin and San Benito Counties. Except for 100 plywood units rented for Stanislaus County, the shelters were innovations of two types: The 12-sided Paradome made of aluminum and vinyl with wood floor, and the Plydom consisting of an "accordion pleated" polyurethane foamboard structural shell, erected on a 20- by 24-foot particle board floor deck. Intended for "flash peak" use only, both types were quickly assembled, readily demountable, and cost less than $500 per unit. Yearend plans included additional units and extension of use to several other counties.

The EOA program participation is illustrated by the Flash Peak Camp near Hollister, San Benito County, opened in August 1965. Under the guidance of the State EOA administrators, representatives of the local County Health Department, Farm Labor Service, San Benito Farm Labor Association, and Farm Bureau did the groundwork and secured approval by the County Board of Supervisors to request EOA help. The 10 percent local contribution "in kind" was use of county property for the camp. The San Benito County Farm Labor As-

and were

This mother makes her spacious farm camp trailer a pleasant home for her family.

sociation had previously erected several permanent buildings and facilities on the property—also used to house supplemental workers—and granted use of existing sanitary facilities and two Quonset huts for a school and day-care center.

EOA funds paid for the 25 Paradome and 6 Plydom units used. Additional Paradomes were available but not needed because the camp opened late in the season. EOA financing covered personnel costs for the teacher, day-care and recreation supervisors, and a portion of the salary of the camp manager, who was also manager of the Farm Labor Association. The school was under the jurisdiction of the county school system.

Plans for 1966 operation of this camp include expansion to 100 family units accommodating up to 500 occupants, additional sanitary and laundry facilities, and gas outlets for outside cooking. There will be school facilities for 125 children, and for adult education classes which will include one course in basic auto mechanics to help camp residents learn to repair their own cars.

Although 1965 occupancy of the San Benito Flash Peak Camp did not reach capacity—because of the late summer opening—it has considerable potential for bolstering the local labor supply. Occupants interviewed had not worked in the vicinity before and indicated they might have bypassed the area if the housing had not been there—"I guess we would have just kept on going until we found a place to stay."

Good Employer Practices Make Steady Workers

VIC LINDSEY

This story of a farm employer whose interests involve not only improved products and methods of production but generous employee benefits is a heart-warming example of combining business with human welfare.

Cotton—and his employees' benefit plans—mean most to Deane F. Stahmann, senior partner in an agricultural empire of 4,000 irrigated acres that lie between Las Cruces in southern New Mexico and the Mexican border.

Stahmann Farms, Inc., begun in 1925 with 150 acres in cultivation at Santo Tomas. Today it covers 2,900 acres and employs some 600 full-time workers.

Many of the 600 full-time workers have spent a lifetime at Stahmann Farms. For example, the head of the blacksmith shop was hired by the family when he was 14 years old. Today he is 65. Employees share many benefits. Beginning in the second year of employment, an employee works toward a cash bonus based on profits earned; this often makes up 20 percent of his annual pay. One-half the company's net income is contributed annually to the profit-sharing trust fund. An employee's share is based on yearly salary and years of continuous service. A worker recently reached retirement age of 65 and withdrew his share of profits amounting to $24,000. A supervisor who terminated his employment received a vested interest of $35,000.

In addition, there is a pension plan which pays an employee a monthly income for life when he becomes 65. It is not necessary that he retire or cease to be employed to receive it, and it can amount to 45 percent of his monthly wage if he has worked 30 years for Stahmann Farms.

When a worker completes 2 years of full-time employment, he has earned 2 weeks' vacation with pay which may be taken any time during the year except at harvest.

The grower is deeply interested in breeding new varieties of cotton. If farmers learn to raise high quality cotton cheaply, it will compete with synthetics.

His own Del Cerro variety has a 1½-inch fiber and is bred for "spinability." When cotton is long and strong, it is cheaper to spin because it requires fewer twists per inch. He received 50 cents a pound for more than 900 bales of cotton from his own gin last year. The average price paid New Mexico farmers was 34 cents a pound, the national average, 29 cents.

More than 3,000 persons, including workers' families, live in the environs of the Stahmann Farms. The services of many of these residents are required to hand pick the cotton. Cotton picking machines were abandoned when they tangled the long fiber of Del Cerro.

The experimental cotton plot is high on a mesa. Two generations of cotton are produced per year, but 12 to 16 generations are required to develop a new variety.

Despite the high quality, cotton ranks last in the farm's money crops. It is far outstripped by pecan yields, goose packing, and egg flock investments. The grove of 150,000 pecan trees yields 6 to 8 million pounds per year. Some 290,000 geese were processed last year for a packing company, and 124,000 eggs are gathered daily from 180,000 hens.

The pecan business was begun in 1933. In the 1940's, when crows raided the ripening nuts, a crew of

Vic Lindsey is Information Representative, New Mexico Employment Security Commission.

Deane Stahmann purchased this open cockpit plane for use in spraying the trees in his pecan grove and in controlling the crows which attempt to steal the nuts each fall.

24 men on horseback and in trucks used shotguns and dynamite in the grove and at the crow roosts. This operation consumed 20-gage shotgun shells by the truckload, and lasted from October through January. The owner of a flying school asked for a chance to rid the trees of the pests. He charged $12 per hour to fly the crow patrol armed with a shotgun. It was so effective that the grower bought his own plane and hired his own pilot. It now requires a week or two in the fall and is effective until the nuts ripen again.

The grower sees a great future for the marketing of pecans. They are grown only in the United States and Mexico. Although the nuts are popular in the South, the per capita consumption nationwide is only 4 ounces of kernels per year.

The grower was told by experts to plant six pecan trees to the acre for best results. By experimenting, however, he found that more plants per acre—up to a point—means more production. He plans to go to 97 trees per acre. "The smaller the tree," he said, "the better quality nut you get. And a smaller tree is easier to care for."

Each of the Stahmann enterprises complements the others. His goose packing and egg interests were inspired by the need for fertilizer in his pecan groves. He makes a compost of pecan shells, sawdust, sulphur commercial fertilizer, and goose and chicken droppings. At one time he bought $100,000 worth of manure and commercial fertilizer per year. But the manure contained numerous weed seeds and rocks, which got into pecan gathering machinery.

The geese are pastured in the rows of cotton that fill the spaces in the pecan groves where they weed out the grass. The geese are also sold to other cotton farmers for this purpose. When the geese are fat, the grower processes them in his own plants. The women who work in the pecan shelling plants also work in the goose packing plants later in the year.

To feed the laying flocks and geese, a feedmill was built which can grind 100 tons per day and manufactures 14 different kinds of poultry feed according to the formulas set up by computers. Weed seed is eliminated because the mixture is ground and cooked. The feed bins—there are 10—were built inside the air-conditioned mill building so the sun does not affect the feed. Only two men are used to operate the mill.

The workers are paid on the basis of their production. But it is not all work and no play. There are many trophies in the administration building that tell of the Farm's winning baseball and bowling teams.

There are two holidays when all work ceases: Christmas and Mexican Independence Day on September 16 when there is a barbecue and dance for 3,000 people.

Domestic Workers

(*Continued from page 19*)

ment of domestic workers. From experience, he prefers good domestic crews and believes that comparable adult male domestic workers surpass most foreign workers in productivity. Other leaders in the beet industry expressed similar opinions.

The single word "availability" perhaps summarizes why the labor changeover which occurred in the Mountain States' sugarbeet crop was possible. The demand for workers was effectively communicated to all. Thousands of local workers responded to the offer of improved wages and work conditions.. Thousands more from New Mexico, Oklahoma, and Texas welcomed the chance to bring their families to work in sugarbeets, free from the competition of "captive" bracero labor. The removal of braceros from the farm labor scene opened the door to fair competition for the available supply of domestic workers. The term "qualified worker" took on a more realistic meaning as farm employers adjusted their sights to the reality of availability.

According to most responsible observers, three factors contributed most significantly to the large increase in the number of domestic workers available during 1965: (1) higher wages with guranteed hourly earnings, (2) round trip transportation costs paid by the employer, and (3) elimination of competition with braceros.

Under the Sugar Act, the U.S. Department of Agriculture establishes minimum wage rates for workers employed in sugarbeet activities. As a result, earnings in this work are generally somewhat higher than in other seasonal farmwork. Despite the prospect of favorable earnings, it now seems apparent that prior to 1965, many domestic workers were reluctant to compete with bracero labor.

There were many other factors which made possible the elimination of braceros in sugarbeet work. The use of herbicides for weed control was greatly increased. Other labor saving technology was developed and used to the greatest possible extent. Labor was more efficiently utilized by shifting available workers to areas of need. This resulted in lower unit labor costs by improved management practices. And, finally, careful program planning, full development of unused labor resources, and communication of job opportunities to all potential workers made thousands of domestic workers available.

An Activity For Youth . . .

Irrigation Sprinkler Pipe Moving

GLEN OLSEN
and JOHN HOWE

Keeping Idaho green is a tremendous job, especially since it has become economically feasible to pump water from deep wells and deep river canyons. Much of the land irrigated from these sources is rolling and requires sprinkler irrigation systems to distribute the water to the crops properly. In the Idaho Falls area alone, 72,000 miles of irrigation pipe was moved in order to keep the crops in this area green. The workers, mostly youth, walked over 180,000 miles to accomplish this arduous task.

Pipe movers pick up and carry sections of aluminum sprinkler pipe averaging 40 pounds, 40 feet in length, and 4 inches in diameter from the recently irrigated muddy areas to the adjacent dry areas of the field. Generally, this means that each section must be carried over 50 to 60 feet for the irrigation "set." Approximately 32 sections of pipe equal one-fourth of a mile; locked together they are called a lateral or a line. Water under pressure is introduced from the main into the "line," and the sprinkler heads down the line are visually checked for proper operation. This inspection is very important, since a break in the line can have serious consequences.

Moving this pipe is not an easy job, nor are the conditions ideal. During the season, the employees work in rain, cold, heat, high humidity, and wind. They may experience sore muscles, blistered feet, chapped hands, sunburn, colds, or have an allergy to some crop or weed. The worker must be tall enough to stride readily over the hilled rows of potatoes or to carry the pipe high enough to clear the grain crops. If he is an average worker, he will move four lines of pipe twice a day and earn about $10.

In the Idaho Falls local office area, about 300 pipe movers are needed to service the sprinkler irrigated areas. This demand for manpower constitutes a labor problem since the unfavorable working conditions are reflected in a labor turnover averaging around 400 percent during the season.

In late May of 1965, the local office had an opportunity to explore some of the causes of this high turnover and to learn what steps may be required to promote longer tenure on the job for one 3,000-acre farm in the area. This size unit requires 20 to 22 pipe movers to keep up with the irrigation demand. This employer had used youth during the peak of the 1963 season with high turnover, but his chief complaint was that the youth left without giving notice of their intention to quit. This type of irresponsibility was especially costly during the critical watering periods.

When the employer contacted the local ES office in late May 1965, we discussed with him the possibilities of using local youth with a new approach. We suggested that he hire a supervisor and a cook and house the boys on the farm—much on the same basis as an A–TEAM but without the formality. The employer accepted the suggestion and hired a former coach who was referred to him by the local office. The applicants were screened and referred by the local office. The employer, assisted by the coach, interviewed and hired 20 boys.

The boys were housed two to a room in a pumice block bunkhouse. The facility was equipped with two bathrooms, a utility room, and a kitchen and dining room. This housing and prepared meals cost each worker $1.75 per day.

The boys entered on the job with the typical exuberance of youth. Their day began with a 4:30 a.m. breakfast; they were in the field by 5. By 10 or 10:30, the pipe had been moved for the morning "set"

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and the boys had a choice of working in the field at other activities for $1.25 per hour or returning to their quarters to rest until it was time to move the pipe for the night irrigation set.

No special problems of unwillingness to work or poor quality of work were experienced, but the monotony of the work and the lack of job satisfaction soon began to take their toll. The youth became discouraged and began to quit to seek other types of employment. At the end of 30 days, half of the original group had been replaced; by the end of the season, 67 youth had been hired by the employer to maintain a work force of 20 pipe movers.

A Way Into the Job Market

Our conclusions from this program are that although pipe moving, as such, holds no future as an occupation for youth, it is a valuable steppingstone for the youngsters to break into the job market, to learn good work habits, and to develop job responsibility.

The high rate of turnover is expected to continue, but this, too, can be reduced as parental support is developed in encouraging the youth to continue on the job. We are convinced that, although we have not solved the problem, we have made some significant progress and have gained invaluable experience in working with this employer and the youth of our community.

Seasonal Farm Representatives

(*Continued from page 14*)

Two had been associated with grain elevators for several years and had also been grain dealers. Another was a committeeman for the Agriculture Stabilization Conservation Service Office.

The seasonal farm representatives were given brief training in the completion of all forms essential to proper reporting, with the assurance that assistance could be obtained from the local office whenever needed. At first, their records were very brief, and in some cases the information was recorded incorrectly. However, there was always sufficient information for the farm labor representative at the local office to check and utilize each document daily. This reporting activity improves with each year of employment, and those with 2 or more years' experience keep records very successfully.

Because of their knowledge of the area and the habits of local farmers, seasonal farm representatives have been very helpful in selecting sites for seasonal offices. Temporary offices were established at the Grant County Farm Bureau Office in Medford, the county seat; at the Chamber of Commerce in both Cherokee and Alva, county seats for Alfalfa and Woods Counties; and at the Agricultural Stabilization Conservation Service Office in Major County. Each of these organizations furnished a desk and office space free of charge and welcomed the opportunity to be of service, since they too were aware of the acute farm labor problem during the harvest period. With the help of another interviewer assigned to the farm program, the local farm representative was able to provide necessary service to farmers in Garfield County.

Probably the greatest advantage of the local seasonal farm representative was the eagerness and zeal with which these men worked. They were out day and night checking farmers who needed service and were also engaged in locating local combine crews and machines, and keeping an abundant supply of operators and truck drivers available for the cutters.

The success of this method of utilizing local seasonal farm representatives can best be expressed in the number of placements made. Placements in these areas have more than doubled in a period of 3 years, and we believe this is adequate reason for using seasoned farmers as seasonal farm representatives.

Calvin Ferguson, Farm Placement Representative in the Enid, Okla., local office, with a custom cutter. The combines have air conditioned cabs, lights, and two-way radios.

"Vamos a Reunirnos"

Invitation to a New Pooled Recruitment

JOSEPH KASPER and RICHARD MOCK

"Vamos a Reunirnos"—"Let's Get Together" was the theme and purpose of a new program for the recruitment of migrant sugarbeet workers in Minnesota and North Dakota, and the title of an English-Spanish pamphlet which was widely distributed among workers to publicize the program.

For many years the American Crystal Sugar Co. has recruited and employed thousands of Spanish-American migrant workers to thin and hoe sugarbeets. In 1965, approximately 8,000 were employed in Southern Minnesota and the Red River Valley of Northern Minnesota and North Dakota.

Upon completion of sugarbeet activities in late July, many workers traditionally migrate to Wisconsin for the cherry and pickle harvests and then continue on to the tomato harvests in Illinois, Indiana, or Ohio.

The recruitment of beet workers for subsequent employment in other States has presented problems to both the Employment Service and employers for several reasons. Sugarbeet growers were understandably reluctant to encourage recruitment of their workers until near the end of the season for fear that the workers would leave before the end of the job.

Another and more serious problem was geographic. Sugarbeet acreage is widely scattered over several thousand square miles of Minnesota and North Dakota. Workers are employed in small family groups by over 1,000 individual farmers who may grow from 40 to several hundred acres of sugarbeets as a cash crop. A recruiter in the field, therefore, often drove a great many miles to contact 5 or 6 family groups in a day, to obtain a net result of 20 to 30 workers.

Since it was difficult to reach workers to provide information on subsequent employment opportunities, many operated as "free wheelers," depending upon the "grapevine" for information about jobs in other States. Faulty information often induced workers to abandon the sugarbeet fields only to arrive in another State before a crop was ready for harvest. Also, large numbers of workers returned to Texas immediately after completing their beet work, presumably because of a lack of information about subsequent jobs in other States.

In September 1964, representatives of the Minnesota State Employment Service and the Chicago Regional Office met with an official of the American Crystal Sugar Co. to discuss the problems caused by the unauthorized early recruitment of workers by employer representatives who induced workers to leave before completing their beet work. A pooled recruitment program, sponsored and operated by the Employment Service, was proposed as a solution to the problem in 1965. This suggestion was accepted by the company with the understanding that every effort would be made to encourage workers to complete their beet work.

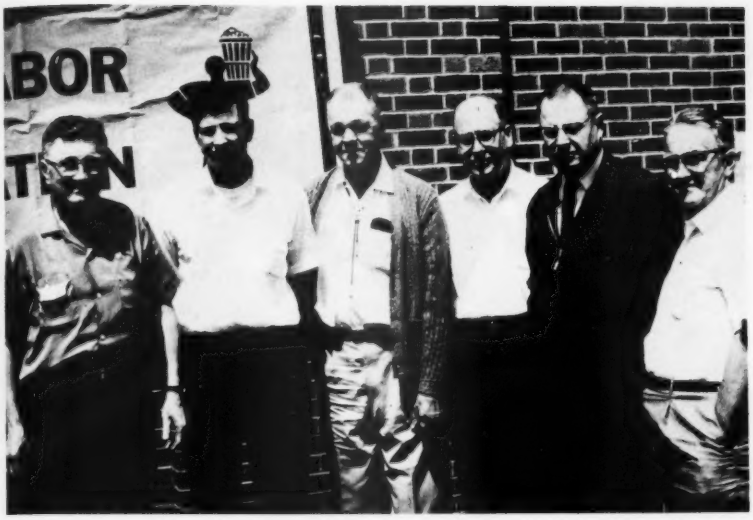
Based on information provided by the sugar company on the location and amount of contract acreage, the plan provided for the establishment of 23 recruitment centers in cities and towns throughout Minnesota and North Dakota which would be readily accessible to the maximum number of workers.

Arrangements were made for two recruitment teams, composed of Employment Service and employer representatives, to interview workers at recruitment centers in two separate but concurrent itineraries. One itinerary covered the Red River Valley in 13 consecutive days, starting June 21, and included eight centers in Minnesota and five in North Dakota. The second covered 10 recruitment centers in southern Minnesota in 10 consecutive days, starting June 23.

Employers and Employment Service representatives from Wisconsin, Illinois, and Indiana, and Employment Service representatives from Michigan and Ohio were invited to participate. Sixteen employer and eight agency representatives from the five labor-demand States attended.

The inclusion of employer representatives in the recruitment teams differed from other pooled recruitment programs such as the Florida itinerary. It was believed expedient to include employers in the initial plan, since workers had become accustomed to being contacted in the

Joseph Kasper and Richard Mock are Farm Labor Service Representatives in Region VI.



Program planners at the opening of the first pooled recruitment center on June 21, 1965 in Hallock, Minn. Left to right: Carl Radloff, Farm Placement Supervisor, N. Dak.; Richard Mock, Farm Placement Supervisor, Minn.; Preston R. Rieley, Regional Director, Office of Farm Labor Service, Chicago; Joseph Kasper, Assistant Regional Director, Office of Farm Labor Service, Chicago; Jack Tanner, District Manager, American Crystal Sugar Co., East Grand Forks, Minn.; and Joseph Axelson, Manager, Field Labor, American Crystal Sugar Co., Chaska, Minn.

field by representatives who were prepared to negotiate and pay travel advances on the spot.

Because of previous grower opposition to early recruitment, the cooperation of the sugar company at all levels, from company officials and grower-associations to field men and individual growers, was important, since it was proposed to begin recruitment at least 1 month before the end of the beet season.

Grower cooperation was secured through a series of early spring meetings in which it was pointed out that pooled recruitment would be advantageous to beet growers as well as workers, because all workers would be encouraged to complete their beet work before departing for a subsequent job. It was also pointed out that the scheduling of sugarbeet workers to firm subsequent job opportunities would result in less lost time between jobs and higher seasonal earnings for migrants, thus facilitating recruitment for beet work in future seasons.

Representatives of the Minnesota agency and of the sugar company also attended several meetings of major Wisconsin cherry and cucumber growers to explain the program and enlist grower cooperation and participation.

An excellent example of company cooperation is the action it proposed to take in the recruitment of migrant workers in Texas. The company agreed to refer all migrants who did not have firm job commitments following their sugarbeet work to the Texas Employment Commission for exposure to subsequent employment opportunities. The company also agreed to prepare a Migrant Crew Information Card, which was provided by the Minnesota Employment Service, for all family groups having firm subsequent commitments. This card identified family groups by name and noted the name, location, and crop activity of the next employer, or the area and crop activity in which the group desired employment. The completed cards were given to the Minnesota Employment Service early in May.

When the beet workers arrived, company field men prepared a Labor Receiving Report for each family group, which identified the family head, the name and address of the assigned grower, and listed workers by name and age. Copies of these reports were also submitted to the Minnesota Employment Service as they were prepared.

Data concerning subsequent employment commitments eliminated any action that might disturb existing employment arrangements. The Labor Receiving Reports provided the information on exact location of migrants needed for recruitment followup action.

Word Was Spread Far and Wide

Every possible approach was used to inform workers of the pooled recruitment program, the location of the recruitment centers, and the date of team visits. The pamphlet "Vamos a Reunirnos—Let's Get Together" provided the information, described the services which would be available, and contained a sketch map of local office and center locations.

The pamphlet was distributed initially to workers in Texas by the sugar company and the Texas Employment Commission. Pamphlets were also given to company field men, public health nurses, and camp sanitarians who agreed to distribute them during their visits to workers.

Signs posted in stores, post offices, and other locations frequented by workers, newspaper articles, and radio announcements in English and Spanish were used to publicize the program further.

The presidents of the three beet-grower associations, in letters addressed to their members, urged grower cooperation in encouraging workers to contact the recruitment centers.

School gymnasiums, VFW and American Legion clubs, and community buildings were used as recruitment centers. All quarters provided ample space and sufficient equipment to accommodate the teams. Agency and employer representatives were requested to report to the initial center 2 hours in advance of opening in order that operating procedures could be discussed

and objections or recommendations voiced by team members. Procedures which had been developed by the Minnesota Employment Service were unanimously approved and followed throughout the itineraries.

At the center, workers who had future job commitments were directed to the appropriate employer or State agency representative. Uncommitted workers were referred to employers or State agency representatives of their choice for job information and recruitment. An exit interviewer provdied maps, work guides and a plastic FLI folder containing the worker's copy of the agricultural workers' schedule.

If committed groups did not report to the appropriate center, they were located by means of the Labor Receiving Reports. Employers or Employment Service representatives were then permitted to contact workers in the field the following morning, provided they were accompanied by a Minnesota or North Dakota Employment Service representative.

Further evidence of the sugar company's cooperation and interest in the program was the attendance of its field men at each center. They often made special contacts with family heads or their employers to remind them of the center's opening. In several instances, company plant managers, field men, and employers personally escorted family heads to the center to assure their subsequent employment.

Rules Are Followed

Despite the fact that employers were competing for uncommitted crews, team members adhered strictly to the agreed-upon recruitment procedures. One of the more important rules prohibited unauthorized recruitment outside the control of the recruitment center staff. There was no evidence of violation of this rule during either of the two itineraries.

The primary purpose of the program was the scheduling of beet workers to subsequent jobs in other States. However, both the Minnesota agency and the sugar company derived corollary benefits. The Minnesota agency scheduled 136 workers to return to the State for the late fall vegetable harvest after completion of the Wisconsin cucumber harvest.

State ES representatives talk with sugarbeet workers about jobs in other States when the beet harvest is finished in Minnesota and North Dakota.

Workers who advised the exit interviewer that they expected to complete their sugarbeet acreage a week or more before the starting date of their subsequent job were referred to the field man in attendance. The field man invariably was able to assign additional beet acreage in the area to occupy the workers until their scheduled departure. This was an unplanned but important byproduct of the pooled recruitment which benefited workers and growers alike.

Beetgrowers' fears that the pooled recruitment program would result in the premature departure of workers were allayed by the fact that recruiters conscientiously advised all workers to complete their beet acreage before leaving for their next scheduled employment.

The 1965 pooled recruitment program resulted in the referral of 2,606 migrant workers in 369 family groups to 3,349 job openings in 6 different States. This was a significant achievement, since it was the first time that sugarbeet workers were requested to report to a designated recruitment center on a specific date for job information and referral to subsequent employment.

Even more importantly, the new program made information concerning employment in other States available to all workers in Minnesota and North Dakota. It brought order out of previous chaotic recruitment in which labor pirating was common and workers were often induced to abandon their jobs by unscrupulous recruiters. The program enabled workers to make a job choice based on current and factual information and to discuss wage rates, housing, employment conditions, and transportation arrangements with authorized employer representatives and Employment Service farm labor personnel.

The invitation to participate in the 1965 program was accepted with initial reservations and reluctance on the part of some employers and State agencies. Upon the conclusion of the itineraries, however, participants unanimously requested continuation of the program in 1966.

The acceptance of the program by migrant workers, employers, and Employment Service representatives indicates far greater and more enthusiastic response to the invitation "Vamos a Reunirnos" in 1966.

Farm Labor Contractor Registration Act Is One Year Old

WILLIAM S. FRANK
and HERBERT S. DENENBERG

On January 1, 1965, the Farm Labor Contractor Registration Act took effect. "Like any law, it is but a framework depicting a need and providing a solution to that need. Implementation requires that this framework be amplified by specific rules and regulations . . ." [1] This article will describe how that framework was amplified and will consider some of the rules and regulations that were adopted to implement it. How well they worked, some of the problems that were encountered, proposed solutions, and some of the achievements, as well as future plans will be discussed.

There has been substantial progress during this first year of operation. Many interstate agricultural migrants, traveling with a registered crew leader, for the first time were riding in an insured vehicle. Intensified cooperation between the U.S. Department of Labor and the Interstate Commerce Commission resulted in an increased number of motor vehicle safety checks, thereby lessening the possibility of a road accident due to mechanical failure. Because of the requirement in the act that labor contractors provide crew members with information about the job, workers traveling with registered crew leaders had reasonable assurance—for the first time—that such information transmitted to them at the time of recruitment was valid.

The response to the Department's call for registration during this first year of operation brought in over 2,000 applications for certificates of registration and employee identification cards. However, more than 900 of these failed to comply with the provisions of the act and could not be processed. By September 1965, Regional Administrators of the Bureau of Employment Security had recommended that almost 200 certificates of registration be denied. The most usual grounds for recommending denial were failure to obtain adequate insurance and failure to complete properly all of the necessary documents.

Each of the required documents has posed administrative problems. Perhaps the forms which have given the least trouble are the fingerprint card and the doctor's certificate. The normal rejection rate on fingerprint cards runs between 2 and 4 percent. It is estimated that at one time the Federal Bureau of Investigation, in making its required review of these cards, was rejecting close to 7 percent of the cards submitted by contractors. Recently, the "batting average" has improved slightly, probably because the personnel responsible have been scrutinizing these cards more carefully and rejecting those with smudged prints or other defects.

A more serious problem has been the requirement in the act that vehicles used to transport migrant workers conform to Interstate Commerce Commission standards. The only really positive method of establishing that this requirement is being met is to have the vehicle inspected by an ICC representative. Since the staff readily available for this specific purpose is quite limited, an inspection by a responsible garage in conformity with ICC standards is permissible, with the findings recorded on our Vehicle Mechanical Inspection Report. Problems arise when the report form is not properly completed or when a contractor with several vehicles submits only one form.

Last year, Florida helped solve the inspection problem with the cooperation of the ICC by holding mass inspections at various points around the State. These were well attended by contractors and proved that this is the best method of assuring compliance with the ICC regulations. This year, hopefully, more States will conduct such mass inspections with the help of the ICC.

Of all the problems encountered in the administration of the act, a disproportionate share was generated by the insurance provisions. Because so much time and energy were devoted this past year to discussing the insurance provisions of the act, it seems desirable to consider this problem at some length. It should be noted that if a farm labor contractor has nothing to do with the transportation of migrant workers, he is not required to have insurance. For example, a contractor may only recruit without transporting. However, any contractor who transports migrant workers for interstate agricultural employment, or who arranges for their transportation, may be subject to the insurance requirements of the act.

The act requires insurance which affords protection in the amount of $5,000 for bodily injuries or death to one person, $20,000 for bodily injuries or death to all persons in any one accident, and $5,000 for loss or

[1] *William S. Frank, Employment Service Review, January-February 1965, p. 10.*

William S. Frank is in the Office of Farm Labor Service; Herbert S. Denenberg, Associate Professor of Insurance at the University of Pennsylvania, is Farm Labor Contractor Insurance Consultant to the Bureau of Employment Security.

damage to property of others in any one accident. This type of policy is available now or will be shortly, and was designed specifically to meet the requirements of the act. The contractor simply buys an ordinary automobile liability policy and has added to it a standardized endorsement (i.e., amendment) which brings the policy into compliance with the act. At the same time, the contractor will receive a "certificate of insurance." The certificate is presented with the application for registration and becomes the only evidence of insurance that the contractor needs to obtain his certificate of registration.

The basic insurance problem under the law arose because the act requires liability insurance coverage of all third persons. However, a typical automobile liability policy excludes employees of the insured. This means that if any migrant worker was considered the employee of the contractor in whose vehicle he was riding he was not protected. It was soon discovered that a policy which eliminates the employee exclusion was simply not available. Consequently, an accident policy was authorized by administrative interpretation to plug this gap. The contractor could possibly arrange to eliminate the employee exclusion from his policy, or buy accident protection to cover his workers.

Liability and Accident Approach

It has been proposed that a combination liability and accident approach continue to be authorized to solve this problem. This would afford flexibility in meeting the insurance requirements of the act and furnish a broader voluntary market. It would also give the workers a more reliable remedy than is afforded by a straight liability approach and , in certain cases, the combination policy might be less expensive than a single liability policy. However, a combination policy might be more complex and difficult to administer and could be more expensive.

The endorsement previously described may be purchased from an agent, broker, or insurance company. However, if a contractor finds that the endorsement is not available through these normal channels, he may obtain it through the Assigned Risk Plan. Every State has such a plan available to those who are unable to buy insurance in the usual way. Although insurance so purchased may cost more, in only rare instances would an Assigned Risk Plan turn an applicant down. This means that there is no reason, except possibly a financial one, why a contractor will not be able to meet the insurance requirements of the act. If an agent or broker will not provide the necessary insurance, he will usually assist an applicant to obtain insurance through the Assigned Risk Plan or refer him to an agent who handles such insurance. Since many States require that applications be filed through an agent or broker, it would be useful for anyone involved in registration of farm labor contractors to know the name and address of the representative of the Assigned Risk Plan in the State.

It should not be overlooked that the insurance provides important protection for the farm labor contractor himself. Without liability insurance, the farm labor contractor would face loss of his driver's license, his automobile registration, and his assets. The liability policy assures that the farm labor contractor will be provided with the services of legal defense and claims settlement, and in the event of an adverse judgment, the insurer will pay on behalf of the contractor within the limits of the policy. In addition to protecting the contractor, the policy also protects the driver of the vehicle from liability and from loss of his driving privileges.

Another problem which has plagued the administration of the act has been the difficulty of identifying and locating unregistered farm labor contractors after they have left their State of residence. In order to register contractors subject to the act while they were still in their home States, and to inform persons of the provisions of the act, an extensive publicity campaign was conducted in all areas of the country beginning in early December 1964. Although not every State responded to the publicity campaign with equal enthusiasm, many did an excellent job. Florida mailed 1,100 letters to farm labor contractors, and over 500 contractors participated in meetings scheduled throughout the State. Texas used radio spot announcements in both English and Spanish and circulated information concerning the act to daily and weekly newspapers. More than 90,000 pamphlets were released explaining the act in simple language and over 100,000 application forms were distributed. In spite of this effort, a majority of farm labor contractors failed to file applications. From March to October, more than 400 investigations were completed. These indicated that less than half of those subject to the provisions of the act were registered. Since it is difficult for investigators to locate contractors in the field, an even greater effort will be made this year to register contractors before they enter the migratory stream.

Need for Certificate

An increased number of meetings is planned to impress contractors with the need to register and to obtain a certificate. Hopefully, the use of a uniform insurance endorsement and certificate of insurance will make it easier and less expensive for contractors to obtain the insurance required by the act. Continued efforts will be made to improve working relationship with other departments of the Federal Government and with the State agencies involved in administering this law.

Developing and carrying out specific regulations was not an easy task. Time, experience, and an opportunity to evaluate past efforts will give needed insight to improve the administration of the act. If all responsible for implementing this law work together, farm labor contractors and the migrant workers who follow them will benefit from its provisions.

Texas Replaces the Braceros

WILLIAM J. HOOD

ES efforts, the orientation of employers, the rediscovery of youth as a source of farm labor, and the role of mechanization in reducing demand for hand labor combine to ease the strain of bracero termination.

Needless to say, the end of Public Law 78, which permitted the importation of Mexican nationals under an international agreement, was of serious concern to the Texas Employment Commission. The Texas farm labor force, already showing signs of depletion, seemed destined for its most critical tests early in 1965. During the San Antonio December planning meeting to fill farm labor needs, representatives from most of the Central States predicted 1965 labor needs far in excess of the supply which had been available to them in 1964.

Some employers in States outside the central planning pattern also served notice that Texas migrant labor would be sought either through the Employment Services or through licensed recruiters. In addition, Texas farmers faced a very real problem in replacing 10,000 braceros used in the hard-to-fill jobs of moving irrigation pipe and stomping cotton in trailers behind mechanical stripping machines.

In spite of their desire to assist other States in their efforts to replace braceros, TEC officials realized that large numbers of domestic migrant workers leaving the State in May could spell disaster for some Texas growers in July.

The initial step taken by the TEC to assist the Texas farmer in adjusting to a tight job market was the appearance of the Chief of Farm Placement before Texas farm groups. He made two things clear:

1. There was no action the Texas Employment Commission could or would take to try to force workers to stay and work in Texas.

2. Texas farmers and farm employer groups alone could take positive action to retain Texas workers. "You employers must take more interest in the people working for you rather than rely on some field men who may not have the ability to deal with these workers," he told one group. "As mechanization increases, you are going to find that the type of worker you need can command good treatment and wages because his services are in demand among your competitors in agriculture."

Another step was to retrain local office farm placement interviewers for the role they would play in intensified recruiting. Training was

William J. Hood is Farm Placement Specialist, Texas Employment Commission.

The cantaloupe harvest near Laredo, Tex. The conveyor is used as a harvesting aid.

The workers ride on this tractor-drawn platform as they pick cucumbers.

started early in 1965 with emphasis on advising the farmer that he must provide better housing, wages, and working conditions to compete successfully for Texas labor. Both before and after this training, farm placement interviewers over the State were making regular visits to major agricultural employers.

These efforts by TEC people resulted in plans for construction of a $175,000 labor camp that will provide modern sanitary living quarters for seasonal migrant farmworkers.

"We have had our eyes opened to the fact that if we are going to continue to grow vegetables we will need labor, and if we are going to get labor we must provide . . . better . . . housing to attract them," said the manager of the association that plans to construct the labor camp.

Still another step taken to assist Texas growers with their labor requirements was the expansion of the local office farm staff and the addition of five mobile trailer farm offices purchased in early 1965. These trailers are used for special recruitment drives and also as farm labor suboffices in areas too far from a local office to make a continuing farm placement service possible.

The drive to enlighten the employer regarding the current job market and his responsibilities to labor has produced some very significant results. Not only has a constructive effort been made by employers to improve wages and working conditions, but also more realistic information is being received on job orders, such as the number of workers needed, starting and ending dates, etc. This enables TEC offices in surplus areas to coordinate local job orders with leaving dates of migrant crews. More reliable information on orders has also helped restore the confidence of crew leaders and improve relations between the worker and the local office.

In a move to strengthen communications between State and local offices during the critical period, the Farm Labor Bulletin was changed from a weekly to a daily publication, and worker availability was listed instead of labor shortages.

Two cases will illustrate the ingenuity and initiative of TEC local office leadership during the spring and summer of 1965 in recruitment to meet local needs.

In Paris, Tex., a pickle firm had tried for several years to induce farmers to grow cucumbers. There had been no takers, primarily because farmers feared a shortage of labor required to hand pick the cucumbers. Finally, in 1965, farmers agreed to plant 150 acres of cucumbers. Then came the big problem of supplying the needed harvest hands. As recommended in the early spring training sessions, the local ES office manager approached the company with the idea of using high school and college students. When he had company approval, he visited area high schools and colleges to test the response of the students. Convinced of the soundness of the plan, he assured the company that an adequate labor supply existed locally and the acreage was seeded.

Pleased with the early season work of the students, farmers planted two more 120-acre plots, staggered to spread the harvest season through the summer. In addition to recruiting, the local office manager participated in the planning and design of the special cucumber harvesting rig shown in this article. The unit holds 13 pickers and moves at 30 to 40 feet per minute on a small 3½ horsepower motor rigged to the power take-off, while pickers take the cucumbers that are ready.

Another outstanding job of supplying farm labor that leaned heavily on youth was turned in by the manager of the Laredo local ES office. Anticipating a shortage of labor for harvesting cantaloups and watermelons, he started a crash recruitment program in mid-April. Hampered by the lack of firm job openings, wage commitments from growers, and competing with private recruiters offering considerably more than the local prevailing wage, he called a meeting of local growers to get firm employer commitments.

(*Continued on page 55*)

Youth Opportunity Center Operations

The Youth Opportunity Centers being established throughout the United States continue to attract an increasing number of young persons who want and need help with their job problems. Since the first reports were received in February 1965 through September, the cumulative total of new applicants at the YOC's was 267,200. Some 71,800 of these youth were given initial counseling interviewers, and 60,600 placements were made in this period.

In September alone, the most recent month for which data are available, 42,300 applications were filed; 13,900 youth were initially counseled; and 13,600 were placed in jobs. Most of the nonfarm placements were in government, services, trade, and manufacturing industries and involved mainly clerical, service, and unskilled jobs. During the month, also, in addition to those placed in regular jobs, 5,500 young persons were referred to Neighborhood Youth Corps projects, 500 to the Job Corps, and 1,900 to training under the Manpower Development and Training Act.

A study of the characteristics of the 42,300 new applicants in September revealed that 83 percent were unemployed and that 53 percent had not finished high school.

The above figures include the activities of full functioning YOC's and YOC's that, although approved and staffed, have not yet moved to their separate locations. The latter were operating either in the local offices as separate youth serving units or in temporary quarters, pending removal to their own locations.

Community Workers in the YOC's

More than 100 community workers trained under the CAUSE II (Counselor-Advisor University Summer Education Program) are employed at Youth Opportunity Centers in 15 States.

First reports reveal that 12 of these CAUSE-trained community workers are being used successfully in the Milwaukee, Wis., YOC for the outreach program. These subprofessionals, who are thoroughly familiar with their neighborhoods and people, work out of the YOC to bring in youth and to see that the young people are routed properly for the services they need. The community workers also escort the youth to other agencies for additional help to make them more employable. In addition, the community workers are following up the dropouts from training programs to learn what has happened to them, why they dropped out, and to encourage them to take advantage of the many opportunities available to them to increase their employability.

Promoting the ES-School Program

A new leaflet, "Information for School Guidance Personnel," has been issued by the Iowa State Employment Service to acquaint school counselors and other guidance personnel with ES services available to them to supplement their existing guidance programs. The leaflet lists such services as: Placement for students who need part-time jobs to stay in school; employment counseling; occupational and job market information; arrangement of plant or business tours; participation in Career Days, panels, Parent-Teacher Association meetings; and sessions on job-finding techniques. School personnel are invited to visit the local offices to become better acquainted with the staff and the services offered. A listing of addresses and names of office managers of all local ES offices in the State is printed on the back of the leaflet.

YOC's and Delinquent Youth

In an effort to demonstrate more effective methods and techniques for serving youth with behavioral problems, the U.S. Employment Service, in cooperation with the Office of Juvenile Delinquency and Youth Development (Department of Health, Education, and Welfare), is developing special projects in selected Youth Opportunity Centers. Emphasis is being given to the use of nonprofessional volunteers in reaching deprived youth with behavior problems, and to group methods in providing literacy and prevocational training, counseling, and social adjustment training.

The Youth Opportunity Center in Denver, Colo. . . . initiated such a project in early December, including a half-way house for participants in the project. About 150 youths are in the experimental group, starting with groups of 10 to 15 at a time. Known as Project New Start, the program consists of 4–6 weeks of remedial instruction followed by formal vocational training. New features include group methods for both training and counseling and the use of computerized instruction. The halfway house is being funded by the Community Action Program of the Office of Economic Opportunity in Denver.

Training for Group Counseling

Counselors in Youth Opportunity Centers in New York and New Jersey were given special training in group counseling techniques at the Greyston Conference Center of Teachers College, Columbia University, at Riverdale, N.Y. on November 15 to

(*Continued on page 44*)

Programs for Rural Youth

JOHN C. BULLITT

A unique and far-reaching cooperative program that is making significant inroads into the educational, economic, and emotional deprivations of rural youth is described herein.

The impoverished rural youth of New Jersey reflect one of the most serious and most stubborn problems of poverty in the State.

Among the estimated 5,000 unemployed young people in the rural counties, there is a dismaying lack of educational achievement, much antisocial behavior, and low family and personal income. The rural poor, isolated and widely dispersed, are far from urban job centers. Job and training opportunities are either unavailable or most difficult to come by. Public transportation is insufficient.

This was the challenging backdrop against which the Rural Youth Development Program came into being during the first week of April 1965. It is the Nation's first attempt to prepare deprived rural youth for employment through the combined resources of the Economic Opportunity Act and the Manpower Development and Training Act.

New Jersey has long recognized the problems of youth unemployment in the rural areas, but the lack of training facilities, and difficult recruitment problems made significant accomplishment impossible. However, the advent of the Neighborhood Youth Corps, established under the Economic Opportunity Act, and developments in the administration of the Manpower Development and Training Act, provided the occasion in the spring of 1965 to weld a far-reaching program of work experience, counseling, job development, and training opportunities for rural youth.

Under NYC, a core program of work and supervision is financed by contract with the U.S. Department of Labor. Another contract with the Department's Office of Manpower, Automation and Training pays for counseling, evaluation, job development, on-the-job training, and project administration.

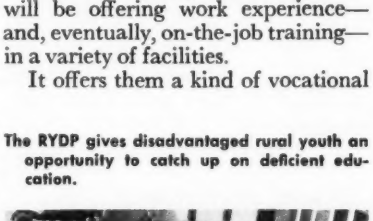
To provide an adequate program of remedial education, we used funds under the adult basic education provisions of the Economic Opportunity Act. Health examinations and treatment were underwritten by the State Department of Health.

Jointly, the two contracts provided the foundation of a new program—the Rural Youth Development Program (RYDP)—which is unique in the country and the largest rural youth-serving program of its kind.

What does RYDP do? It affords hundreds of disadvantaged rural youth, between the ages of 16 and 21, a steady work experience at 1 of more than 20 worksites of the State Departments of Conservation, Treasury, and Education, throughout New Jersey—experience that most of them find impossible to get elsewhere. Several other departments of State government are joining the program, and will be offering work experience—and, eventually, on-the-job training—in a variety of facilities.

It offers them a kind of vocational and personal counseling they seldom find in school. It extends to rural youth health examinations and medical care to correct impairments, an opportunity to catch up on deficient education, and, finally, a chance to learn a trade through on-the-job training under the Manpower Development and Training Act.

The RYDP gives disadvantaged rural youth an opportunity to catch up on deficient education.



Every workday, enrollees are transported by bus to and from their homes or nearby. One such round trip spans some 80 miles. Most of the young men work 6 hours a day, 5 days a week for up to 26 weeks at tough and varied conservation jobs. They are under the supervision of field supervisors employed by RYDP and employees of the State Department of Conservation and Economic Development. Enrollees earn from $1.25 to $1.35 an hour. For 2 more hours each day, they receive remedial education, counseling, and recreational services from professionals and subprofessional assistants.

The prime objective of this broad and composite program is to enhance the employability of our poor rural youth, to help them build for themselves the kind of self-sufficiency needed to become income-earning, taxpaying members of their communities.

How Youth Were Recruited

The N.J. Office of Economic Opportunity (OEO) sent out a "job order" to the State Division of Employment Security asking for poor young rural people who were high school dropouts, with little or no job history, who had few if any skills, and no realistic vocational goals.

The OEO and the Employment Security Division also contacted the State Division of Correction and Parole, county probation officers, school authorities, welfare officials, and community action groups.

The response was immediate. The Employment Service made many initial contacts with rural youth and referred them to us. Many applicants for the Job Corps, which could not immediately accommodate all the young men and women interested in its program, agreed to enroll in

John C. Bullitt is Director, New Jersey Office of Economic Opportunity.

Through the program, the young people get counseling they seldom find in school.

RYDP, at least until openings in the Corps became available.

In some instances, the RYDP staff made the initial recruitment contacts and referred the youth to the Division of Employment Security for screening, but RYDP personnel made all final selections.

By the end of the first 6 months of operation, RYDP had screened 650 young men, or more than 10 percent of the estimated number of jobless rural youth in the State, and more than 500 of them were put into OEO work training projects.

Who Were These Youth?

Almost half of the young men in the RYDP had, at one time or another, broken society's laws in ways that ranged from malicious mischief and habitual runaway to petty larceny and auto theft. Eighty percent were 18 years old or under.

Seventy-five percent of the youth had never worked, or only part time; nearly 40 percent were members of families of 7 to 20 persons; half the enrollees had never reached the ninth grade in school—and their reading ability, on the average, was below the fifth-grade level. All were among the most impoverished of New Jersey's poor, with average annual family incomes of $3,200 a year. Moreover, the youths were literally unemployable.

From the very beginning, RYDP would have stumbled and failed were it not for the interagency partnership that enabled the program to gain solid footing and to function without extraordinary handicaps.

The State Division of Employment Security brought the challenge of recruitment within manageable limits at the outset of the program. Because of its participation in the program, the Division has also helped promote cooperation among other State agencies functioning in rural areas.

As an integral part of the program, the State Department of Conservation and Economic Development made available to us the very thing many impoverished rural youth had never experienced—areas and centers where work experience and training were offered to those young people who needed it most. This was an essential part of our beginning and it helped RYDP reach out to other agencies. Without those State park and forest sites, the success of RYDP is impossible to imagine.

The cooperation of the State Department of Health made possible the initial medical examinations in hospitals and the carry-through service of medical attention which, in the case of dental care alone, was needed by 99 percent of the enrolled youth.

As RYDP progressed through the summer, a significant number of other State agencies requested crews for constructive employment. The Department of Education, which reviews the educational services provided RYDP enrollees, has used a crew of young men at its School of Conservation. The Departments of the Treasury, Highways, Institutions and Agencies, and the Soil Conservation Service have employed, or are planning to employ, crews of RYDP.

What Was Accomplished?

The beginning of an individual's work life is an appropriate place to interrupt the cycle of poverty. It is unrealistic, we believe, to divorce the preparation for work from the preparation for adulthood. To the extent that we help disadvantaged rural youth prepare for work, we help them become responsible adult citizens.

Among the more than 500 youth who have been enrolled in RYDP during the past months, more than 100 have obtained full-time employment in such occupations as machine operators, truck drivers, stock boys, and State Department of Conservation aides. Many are working in the New Jersey Office of Economic Opportunity.

Others, who have completed the work-experience phase of the program, are now learning new skills through on-the-job training. Most of these are in such fields as auto body and fender work, auto repair and maintenance, drycleaning, welding, meat cutting, floor laying, and landscape gardening.

Only recently, we approved 85 new on-the-job contracts with businesses and industries throughout the State—contracts that will provide

These boys are experiencing the benefits and satisfaction of a steady job at this conservation site.

still more training opportunities for youth.

More than 30 former RYDP enrollees are now back in school. Still others have entered the Job Corps for further training, and some have passed the Armed Forces examination.

Fifty enrollees left the program because they felt it was not what they wanted. A few have moved out of State, and a handful have had trouble with the law.

What Was Learned?

We found that jobs for disadvantaged rural youth were not too difficult to locate. However, the real problem is in matching the right youngster to the right job at the right time and under the right circumstances. This is not easily done.

Experience has demonstrated again that poverty is the absence of many things, and that future programs must recognize that simple job training is not enough. Of crucial importance is basic education and medical care, if those who have been failed by the institutions of our society are to succeed.

Our achievements to date may seem to be modest. But in view of prevailing problems, we believe we have made significant inroads into the educational, economic, and emotional deprivations of our rural youth. We believe we have reached well below the surface of rural poverty and established a program that can continue to have a constructive effect on our society for many years to come.

Youth Report

(*Continued from page 41*)

December 3. This experimental program, directed by Dr. Kenneth Herrold, Professor of Psychology at Teachers College, is supported by the Bureau of Employment Security. Its purpose is to try out new approaches to the continuing professional education of trained and experienced counselors to add new techniques in serving youth.

The focus during this training session was on group counseling, based on the premise that youth often can be helped more effectively through group interaction with one another than by consultation with adults alone. Closed circuit television was used to show how an experienced counselor works with a youth group. The advantages of the television procedure were that there could be instant play-back to study the group interaction, and that the videotapes can be used later for more intensive study of youth behavior. The counselors started training with self-study and with analysis of the particular communities and youth groups they serve. Diagnostic sessions and special tutorial activities were highlights of the course. When the training ended, the counselors returned to their YOC's to initiate group counseling.

Plans are that this long-range research and training program may in time involve many of the YOC counselors who work with youth groups in counseling, training, or job placement programs.

Field Team Operations

(*Continued from page 22*)

Interarea recruitment orders for workers in the melon harvest were forwarded to all Arizona local offices. Orders cleared to Texas, Louisiana, and New Mexico resulted in some 250 workers being referred to the Yuma area.

Grower experience in Arizona in the use of A–TEAMS and other domestics was generally very good. Turnover was remarkably low, considering that many of these workers faced problems of physical hardening and adjustment to a completely new working environment. Problems which arose were not unusual for any large group of workers.

A critique on the Yuma melon harvest and followup procedures was held in the State Administrative Office with the Chief of Farm Placement as the Chairman. Present were representatives of the U.S. Department of Labor, including its Bureau of Employment Security, Governor's office, Yuma County Health Service, State Health Department, State Labor Department, Employment Security Commissioners for Arizona, and personnel of the Arizona State Employment Service. All members of the followup team presented a picture of problems encountered in the melon activities. As a result, many sound suggestions for improvement will be incorporated in the plans for the 1966 melon harvest.

Football Teams

(*Continued from page 13*)

way. They gained valuable firsthand knowledge of modern forestry practices and were paid good wages at the same time.

The football coaches were pleased because the work in the woods kept the boys in good physical condition for the forthcoming football season.

Looking back on last year's hardwood weeding program, the land company officials agreed it was the most successful year to date. The forests were weeded and timber went to market. There was no lost time due to accident or injury. Turnover was only about 3 percent.

The company showed its approval of the work done by the athletes by announcing plans to employ at least 10 teams—200 students—this coming season.

MANPOWER TRENDS

NOVEMBER TOTAL EMPLOYMENT 2 MILLION ABOVE 1964

Employment and unemployment both showed better than seasonal changes in November, as the economy moved into its 57th month of sustained expansion.

Total employment, at 72.8 million, fell 350,000 from October--half its usual decline between the 2 months as a result of a constraseasonal increase in nonagricultural employment. Compared with 1964, total employment this November was 2.0 million higher.

UNEMPLOYMENT RATE AT 8-YEAR LOW

Unemployment increased by 200,000, slightly less than usual, from its seasonal low in October to nearly 3.0 million in November. About 1.1 million men, 1 million women, and 800,000 youth (under 20) were included. Only 90,000 of the jobless men and 220,000 women were seeking part-time jobs, whereas over half (450,000) of the unemployed teenagers--the vast majority still in school--were looking for part-time employment. Continuing downward, the seasonally adjusted rate of unemployment reached its lowest point since August 1957 and, at 4.2 percent, equaled the average rate for 1956. All of the 400,000 net reduction in unemployment since November 1964 occurred among persons seeking full-time work, whose rate dropped from 4.5 percent a year ago to 3.7 percent in November 1965.

HARD CORE UNEMPLOYMENT DROPS FURTHER

Further reduction occurred in long-term unemployment, as the number out of work 27 weeks or more totaled 275,000, about 100,000 below November 1964 and lower than in any November since 1957. Unemployment rates for most worker groups continued to edge downward in November, while the rates for married men (2.0 percent) and for all men 20 and over (2.8 percent) were lower than at any time during either the 1954-57 or 1961-65 expansion. The teenage rate in the July-November period averaged 13 percent, the lowest in 3 years, despite a record expansion in the teenage labor force. All of the net improvement occurred among white youngsters, whose rate has averaged 11.5 percent since July, in contrast to an average rate of 25 percent for nonwhite teenagers.

INSURED UNEMPLOYMENT RATE LOW

State insured unemployment, rising considerably less than usual, increased about 70,000 to 1.0 million between October and November. The seasonally adjusted rate of insured unemployment fell to 2.6 percent, its lowest point since July 1953.

NONFARM PAYROLL JOBS AT RECORD HIGH

Instead of declining about 200,000 from October as it normally does, nonfarm payroll employment rose by 65,000 to reach an alltime high of 61.8 million in November. Seasonal adjustment brought the gain to 300,000, with all major industry sectors increasing the number of employees. A third of the advance was in manufacturing, where the largest increases continued among production workers in durable goods. Construction employment declined less than usual for November and was at a record high on a seasonally adjusted basis.

Since November 1964, payroll employment has expanded by 2.4 million; every major industry division recorded increases except mining. A third of the rise was in manufacturing, up 800,000; construction was 125,000 higher; trade gained almost half a million; State and local government and miscellaneous services each added approximately 400,000; about 100,000 jobs were added in the transportation and public utilities industries; and 80,000 in finance-insurance real estate.

FACTORY WORKWEEK AT POST-WAR HIGH

Average weekly hours of factory production workers, continuing to increase about in line with the overall advances in economic activity, reached a post-World War II peak of 41.4 hours in October and November 1965. The rise from the high level of November a year earlier was moderate.

JOB OPENINGS SET POST-WAR RECORD

Continuing high levels in local Employment Service offices of unfilled job openings indicate growing labor stringencies, especially in certain occupations, industries, and areas.

Job openings listed by employers with local employment offices totaled 703,900 in November, most for the month in the post-World War II period. Unfilled openings increased 37 percent over the year earlier to 335,100, the largest November total since 1946. Local workers were unavailable for 35,386 openings placed in the Employment Service interarea recruitment system, compared with 20,236 the year before. Nonfarm placements by local offices--at 531,400--rose 4.6 percent over last November and the 15,100 interarea placements were up 18.3 percent over the year.

Although labor shortages are intensifying in many areas, exhaustion of available manpower on a nationwide basis is not indicated by available data on hours, the 1-3/4 million persons still on part-time for economic reasons, and the nearly 3 million persons still seeking work in November.

Of the 150 major areas regularly surveyed by the USES and its affiliated State Services, 35 had an unemployment rate of 2 percent or less in October; only 16 mainland areas had rates of unemployment at or above the actual rate of 3.9 percent nationally.

Eliminating Foreign Labor From Michigan Agriculture

FREDERICK M. MITCHELL

In December 1963, representatives of the Michigan pickle growers met at the State Employment Security office to hear individuals from the Farm Labor Service discuss the scheduled demise of Public Law 78 at the end of 1964. The primary purpose of this conference was to convince the users of foreign workers that December 31, 1964, would indeed mark the end of the bracero program. It marked the first step of phase 1 of the Michigan agency's approach to the elimination of foreign agricultural labor. Phase 1, which was carried on all through 1964 and early 1965, consisted of a series of meetings, conferences, and discussions, all designed to convince potential users that the day of the foreign worker was past. It was hoped that the users would use the leadtime to develop the necessary plans to adjust to a totally domestic agricultural labor force. This was no simple undertaking, as it meant the elimination of a foreign work force of over 13,000 in 1964.

The effectiveness of phase 1 became apparent even before the 1965 season got underway. Some, if not most, of the employers had undertaken sincere, definite, and sometimes even difficult steps to meet the situation. By the start of the 1965 season, the industry as a whole had reduced the 1965 planted pickle acreage in Michigan by approximately a third from the previous year.

Phase 2, the planning and execution of the recruitment effort, involved not only an intensification of the more or less standard techniques but also an outreach into new and unusual sources and methods.

Intrastate Recruitment

During April 1965, letters were written to 281 Michigan high schools and 37 colleges inviting them to assist in locating potential summer workers from their student rolls. Whenever a reply indicated interest, a representative of the Employment Service talked with the interested applicants, registered them, and suggested the most appropriate time to call at a local office for referral to a seasonal agricultural job.

Plans of action called for each Farm Labor representative to visit local radio stations and newspapers throughout the season to ask their cooperation in making the local labor needs known. The newspapers and radio stations provided free space and time to aid the cause, which resulted in hundreds of spot radio announcements and numerous news articles all through the season.

These local appeals were augmented by statewide appeals through the newspapers by the Director of the Michigan Employment Security Commission.

Each unemployment insurance claimant and Employment Service applicant coming into a local ES office was made aware of the need for seasonal agricultural workers either by a sign that farmworkers were needed or by leaflets containing a timetable for seasonal agricultural activities in Michigan.

Considerably expanded day-haul activity, particularly during the peak demand period in late August, helped to meet the increased pressure for labor. In the Saginaw-Bay City area alone, day-haul reached a peak of 1,375 referrals on one day, mostly for the pickle fields. The extent to which growers used the day-haul labor was an indication of the validity of the expressed need.

Interstate Recruitment

Orders for workers formerly employed were solicited from individual employers early in January 1965 and extended into 27 States in an attempt to get early commitments and provide some information on the availability of these workers.

This was followed by preparation

The first plane load of Puerto Ricans arrived on July 19.

Frederick M. Mitchell is Director, Employment Service Division, Michigan Employment Security Commission.

John Senn, Saginaw, Mich., Farm Placement Specialist, checks every name as workers board the bus each day. No worker is allowed on the bus without a lunch.

of a series of open job orders late in March on behalf of the National Pickle Growers Association, which consolidated the anticipated needs of its members. These orders were extended into 13 States (primarily to the known Appalachian poverty area) and into areas not previously exposed to this type of recruitment. The Michigan agency provided one or two Farm Labor representatives to assist the supply State and employer representatives in positive recruitment and selection of applicants in 87 localities. Michigan personnel also handled orders for those employers who were not members of the NPGA. The cooperation extended to the Michigan recruiters could not have been better. Every available device—placards, handbills, newspaper releases, radio sound cars, and personal visits were used to saturate each visited area with information on the recruitment. In addition, the host States furnished much appreciated staff to assist in the actual selection process.

Over the years, a series of unfortunate developments regarding the employment of Puerto Rican workers in Michigan had created a very poor image of Michigan in the minds of the Puerto Rican migration authorities. Finally, a bankruptcy situation in 1964, which left several hundred Puerto Rican workers stranded, almost completely closed the door on any hope of Puerto Rico as a source of workers in 1965.

However, appeals from the national, regional, and State levels of the Farm Labor Service finally prevailed upon the Puerto Rican authorities to give Michigan employers another chance. Negotiations were opened between the NPGA and the Puerto Rican Migrant Division with the result that over 600 such workers were placed in the pickle harvest.

All parties concerned made special efforts to demonstrate that these workers were welcome and needed. The workers were flown in nonstop from Puerto Rico, and each plane load was met at the airport by representatives of the employers, regional and State office personnel, and the Puerto Rican Migrant Division representative. The Puerto Rican representative was quartered in one of the Michigan Farm Labor offices and was continually in touch with the workers, the employers, and the Farm Labor Service. Any problems that developed were settled quickly and effectively through immediate personal contact with the employers or the Farm Labor Service, as the circumstances warranted.

So effective was the new relationship that an emergency order placed on a Friday resulted in a plane load of workers arriving directly from Puerto Rico the following Tuesday.

Special Recruitment

To insure that every possible source of labor was explored to the fullest extent possible, steps were taken to check the possibility of using mentally retarded, prisoners awaiting parole, disadvantaged and other youth groups.

Recruitment of mentally retarded.—Three meetings were held between Department of Mental Health, the MESC Farm Labor Services, and the management of a pickle company receptive to this idea. While the program was acceptable in principle to all concerned, it was learned that enabling legislation would be required to complete the project, since it would have to function on a self-supporting basis. Since specially qualified supervisors or counselors would be required, the employer believed that he could not assume the extra cost of such supervision in addition to the wages paid to the pickers. For these reasons, this particular program did not materialize, but it may be possible to carry out such programs in the future.

Rex O'Dell, Saginaw, Mich., Farm Placement Specialist, discusses the previous day's operations with two supervisors ready to board their bus. Each man supervises 25 workers in the field.

Recruitment of prison labor awaiting parole.—A meeting was arranged between the Correction Department and the Farm Labor Services of MESC to review the possibility of recruiting prisoners awaiting parole papers for employment in the pickle harvest. It was learned that enabling legislation in this field also is necessary before such persons may be employed with a private employer, since the prisoners are still wards of the State. Thus, while results from this effort were negative, it was indicative of the efforts of the agency to make sure that all possible sources were uncovered.

Recruitment of disadvantaged youth.—Arrangements were made to provide 50 disadvantaged youth from Detroit, 75 from Lansing, and 25 from Marquette for the 6-week season.

(*Continued on page 50*)

Manpower Programs for Rural Areas

Technological innovations in agriculture during the first half of the 20th century were devoted primarily to developing energy-creating machines. As a result, animal power on the farm has become obsolete. The second half of the century, is bringing a similar displacement of human power. In order to preserve rural manpower as a resource, both government and private industry have initiated and must broaden a wide spectrum of services aimed at the retraining and relocation of people displaced by technological changes.

Manpower training in rural areas reflects basic changes taking place in American agriculture. Industrial farming, characterized by heavy capitalization, high production with low units costs, greatly increased reliance on machinery, and technological innovation, is creating great shifts in the types of workers needed. The technician or subprofessional is in increasing demand, as is the contract service worker. The need for productive and dependable seasonal agricultural workers remains high, and in a limited number of cases, is growing. Other groups, however, are being adversely affected. The day worker is being displaced, primarily because he possesses only a limited occupational background which is virtually useless for jobs available in either his home rural area or the city to which he so hopefully migrates. The small farm owner also suffers. He does not want to leave his land but, lacking adequate financial resources and knowledge of modern management and production techniques, he cannot make his land pay.

To satisfy the need, rural training programs are beginning to produce more agricultural subprofessionals; promoting dependable, stable seasonal workers; renewing and making salable the skills of the displaced day worker; and providing to the small farmer the knowledge he needs to stay on his farm.

Some programs now underway outline the basic approaches being developed to meet the needs of the rural areas. Concerted Services Pilot Projects in Arkansas, Minnesota, and New Mexico will serve to bring the combined resources of all governmental agencies concerned to bear on the problems of economically depressed rural areas; the Bureau of Employment Security has contributed materially to the development of these experimental projects. The Departments of Agriculture, Labor, and Health, Education, and Welfare are working together to develop employment opportunities, provide academic and vocational training, obtain definitive information on the potential human and economic resources of the areas, and determine the size and nature of future educational and training needs which must be met to achieve maximum utilization of these resources.

Another approach to this problem is being carried out by the Missouri State Employment Service in the Bootheel area of Missouri. Using money and staff available under the Manpower Development and Training Act, the Smaller Communities program, and the Office of Farm Labor Service—in cooperation with the Office of Manpower, Automation and Training and the University of Missouri—300 disadvantaged adults and 100 youth will have been identified and have received training and other services when the project is completed.

Training under the MDTA for agricultural occupations shows a continuing increase in volume. During fiscal year 1965, some 225 projects were approved to train 9,317 persons in 40 States and Puerto Rico, compared with 179 projects to train 7,833 persons undertaken in fiscal year 1964.

In addition to training rural workers for in-place employment, a labor mobility demonstration project is underway in Missouri to match available qualified workers with out-of-area year-round agricultural jobs.

In order to increase the effectiveness and coverage of manpower training programs, cooperative actions have been carried out with the U.S. Department of Agriculture's Federal Extension and Rural Community Development Services.

In addition to activities already underway, a variety of actions to expand services to rural areas is in the planning stage. There is increased emphasis on training for subprofessional jobs. Recent discussions with State Employment Service agencies and State agricultural colleges in California, Kansas, Colorado, and Nebraska show substantial needs and interest in training for such jobs as agricultural chemical technicians, landscape gardeners, soil science technicians, livestock feeding technicians, and a host of others.

Many effective techniques and concepts are not in as wide use as they deserve to be. To spread the results of newly developed techniques and approaches, publications embodying the lessons available from 3 years' experience under the MDTA are being prepared. In the context of new concepts, it is significant to note that change is pervasive. An institution which affects the life of many, the University of California, has recently completed the first step in a sweeping revision of its agricultural education program. The university is orienting its approach to reflect the increasing specialization within agriculture.

Continuing attention needs to be given to training as a means of making seasonal agricultural employment more orderly and rewarding. Pioneer work done in Arizona and California has shown that job orientation and physical conditioning permit seasonal workers to enter on the job

fully able to make immediate maximum earnings. These courses also have clearly shown the need for more than usual care in selection and referral of potential trainees.

In October 1965, the Bureau of Employment Security recommended that:

1. The percentage of new projects designed to assist the rural population be increased, to improve parity between urban and rural trainees;

2. State training plans and proposals be examined for opportunities to provide greatly enhanced technical assistance in program development for rural areas;

3. Research programs be developed in cooperation with selected agricultural colleges to study rural needs for manpower services and training, basic education and job development; to survey rural industry and occupations; to propose new techniques for reducing rural outmigration through community development;

4. Training centers be established in selected agricultural areas to overcome the current lack of adequate educational facilities and provide new and more comprehensive training and job development for rural workers. The study suggests that these centers be supported by resources and technical assistance from various agencies and groups in order that a coordinated approach to the needs of rural workers be provided. Such centers would be assisted by local advisory committees composed of participants from industry, labor, and public action groups.

5. Programs of training, housing, and transportation be established in cooperation with other agencies, along with the development of new recruitment and employment techniques. Projects are to be encouraged, with year-round employment assured through contracts with employers in seasonal activities.

Manpower services for the rural population, which in the past have not kept pace with the services provided to urban areas, are undergoing rapid and dramatic changes. These changes are a necessary response to the needs of a rural population which accounts for almost one-third of the Nation's unemployed and underemployed.

Pervasive poverty in rural America, coupled with the complex changes now taking place in the agricultural economy, accentuate the urgency of the need for manpower training job development and relocation of workers in our rural areas.

MICHIGAN AGRICULTURE

(Continued from page 48)

Three employers who had better than average accommodations were solicited by the Employment Service. To accommodate these projects, two employers arranged for rental of special housing units. Two weeks before start of work, Detroit project people advised one of the growers that they would not be able to provide 50 youths at the start but only about 30 to 35. The employer would not accept the lesser number because of fringe costs and the unknown production potential of the workers. Also he learned that it was not possible to complete the rental agreement. One of the other growers accepted 25 boys from Lansing and 25 from Marquette, but they were fired within a week when counselors were unable to control their behavior. The third employer was to get 50 boys from Lansing, but a maximum of only 37 were provided at any one time, with only 30 to 35 workers on the average. Only 21 worked for a period of 5 weeks.

A–TEAMS.—Four hundred and forty-nine contacts with 135 Michigan schools that had indicated interest in the A–TEAM program ultimately yielded about 800 Michigan A–TEAM prospects. Thirteen State agencies and the District of Columbia indicated that 4,500 additional workers were available for employment in Michigan agriculture. There were 480 A–TEAM members in 16 teams ultimately employed by 8 employers in the pickle harvest. Of these, 325 (approximately two-thirds) completed their season.

All the foregoing techniques and efforts, while effective for the most part, did not produce the number or quality of workers deemed adequate by some of the employers to harvest even the reduced acreage. The clamor for more "qualified, willing, and dependable workers"—meaning, of course, braceros—was consistent all through the season and became particularly loud toward the end when weather conditions improved and family groups and school youth began to leave the area.

The activity primarily responsible for administering the official coup de grace to any possibility of using foreign labor in Michigan was the A-TEAM program. This was not accomplished by the A-TEAMS filling the indicated labor needs but by the fact that the employers were required to accept all available A-TEAMS as a qualified labor supply to fill any indicated labor openings or forfeit eligibility to employ foreign workers. The rationale on which the process operated was that if employers did not accept the A-TEAMS as a qualified source of labor, no critical need for workers apparently existed.

By virtue of voluntary waiver, refusal to accept available A-TEAMS, failure to accept or keep appointments, or by default of contract, all the employers were ultimately deemed technically ineligible for any foreign labor. In order to become eligible again under the rules, employers would have had to serve at least 30 days in active status during which time they would again be required to accept any available domestic labor including the A-TEAMS Even though large numbers of A-TEAM youths were still available even at a relatively late date, employers were no longer accepting them, thus ending any possibility of foreign labor being permitted in the State under the rules and criteria laid down by the Secretary of Labor. It did not by any means, however, end the clamor or pressure for such labor.

In view of the nature of the 1965 Farm Labor program, it is understandable that mistakes would be made. But much has been learned that will lead to more efficient operations in the seasons to come. Pickles were not the Michigan agency's only concern in 1965; its Farm Labor Service made some 128,000 placements in fruit and other vegetable crops during the same season.

Preparing Disadvantaged Youth for Work—III

This article, the third in a series, describes the work adjustment training given to a group of school dropouts in two OMAT-financed projects supervised by the Philadelphia Council for Community Advancment (PCCA) and conducted by the Jewish Employment and Vocational Service of Philadelphia (JEVS) and the local offices of the Pennsylvania State Employment Service (PSES). The first two articles were prepared by the Executive Director and Program Coordinator of the JEVS—Drs. Saul S. Leshner and George S. Snyderman, and appeared in the November and December 1965 issues of the EMPLOYMENT SERVICE REVIEW. *They discussed (1) Job Seeking Patterns and (2) Counseling and Work Adjustment of the disadvantaged youth. The March issue of the Review will include an article describing the placement activities for these youth by the Pennsylvania State Employment Service.*

Adjustment was defined to mean the youth's ability to meet physical, emotional, and mental demands of a training course or job consistent with his capacities, personality and development and his continuing motivation for training and/or work. The following consists mainly of excerpts from the Fiscal Year 1964 Annual Report of the JEVS on the adjustment program.

Work Adjustment Training

SAUL S. LESHNER and GEORGE S. SNYDERMAN

JEVS, a private, nonsectarian, nonprofit voluntary agency, established its Work Adjustment Center in 1957 to experiment with procedures aimed at improving employability through the cultivation of suitable work patterns and attitudes. Inadequacies of routine selection, evaluation, training, and placement for the special problems and needs of "hard core" youth indicated a need for new methods to assess and improve trainability and employability.

This program for out-of-school, unemployed youth lacking sufficient verbal skills and educational background to enter available training is based upon job sample evaluation in a workshop situation. JEVS maintains two well-lighted, well-ventilated workshops, one 15,000 square feet in a factory loft building, the other 10,000 square feet. Both contain work benches, fixtures, tools, time clocks, and a belt line used in both the evaluation and adjustment phases. Work areas were planned by an industrial engineer so that both individual and team work are possible. Space has been allocated for offices, storage, shipping, and receiving, as well as for remediation and for individual and group counseling.

Work, obtained by contract from private industry at competitive prices and in accordance with Federal wage and hour standards, was typically simple or repetitive. While it consisted mainly of hand operations, some contracts required the use of such equipment as staplers, heat sealers, scales, or punch presses. Jobs were broken down into basic components in order to fulfill the qualitative and quantitative demands of the contract. The young people were exposed to a variety of job tasks and situations. The pressures of the contracts were used to teach what to expect, accept, and deal with in industry. At the same time, they permitted the staff to observe the youths' adjustment to meeting actual industrial standards.

The purpose of the program was to show that with personal redevelopment, work adjustment training, and increased motivation, "hard core" youth could become employable and be placed in open competitive employment in Philadelphia.

Intake Procedures

Standard operating procedure of the Employment Service required all school dropouts with little or no work history or with vocational adjustment problems to be referred to local office employment counselors.

The PSES Project Counselor conducted an intake interview with a twofold purpose: (1) to determine whether the youth was actually in need of the program and could benefit from it; and (2) to instill in him a desire to take long-term actions that would result in his becoming occupationally competent. Where the youth appeared to be adequately adjusted, reasonably motivated, and possessed of specific occupational potential, he would be offered referral to an MDTA training course already in operation. However, where the youth's test scores were negative and/or his attitudes and values were such as to preclude the likelihood of successful employment, an effort was

Dr. Leshner is Executive Director and Dr. Snyderman is Program Coordinator of the Jewish Employment and Vocational Service, Philadelphia.

Individual testing.

made to interest him in referral to a Work Adjustment Center.

Acceptance into the program was based on the judgment of the Work Adjustment Center's intake psychologist regarding the youth's readiness for evaluation and willingness and ability to travel to the centers unaided each day. The psychologist interviewed each youth, took him on a tour of the Center to which he would be assigned, explained the program, and encouraged him to ask questions about the process and his place in it. If the youth indicated interest in entering the program, he was given a starting date, usually within 24 hours. Arrangements were made to interview one or both of his parents or guardians, and the PSES counselor was notified of his acceptance.

Prevocational Evaluation

Evaluation was incorporated into every phase of the project and changed in purpose and emphasis as the youth progressed through the program. Initial evaluation, encompassing 4 or more weeks of observing the youth and encouraging him to test himself on work samples, was concerned mainly with determining readiness for vocational help and the kinds of activities that will be of value to him. It was originally estimated that a decision regarding trainability and/or employability of the youth could be made in about 4 weeks. However, 76 percent had to be retained in the program for 8 to 13 weeks before a clear evaluation could be made. (Many of the group who stayed 7 weeks or less either dropped out or were dropped from the program.)

The psychologist decided the level and task category at which the youth would begin an established sequence of the tasks to be administered from selected industrial groupings. Whether the youth began in one occupational area or another was determined by personal or aspirational considerations, or on a trial and error basis to ascertain preferential work areas.

Before the youth began each task, the evaluation assistant explained its nature and significance and gave detailed instructions on how to proceed. He observed the youth as he worked on each task, lent encouragement, expressed those attitudes and demands agreed upon with the psychologist, and recorded times used to complete the task and behavior. If the youth seemed able to function on higher levels than those assigned initially, this was discussed with the psychologist. The newly identified strengths, if persisting, were incorporated as a series of new assignments, and the client transferred to a higher level of tasks. Similarly, adjustments were made if the level of tasks was too high. The youth earned no money in this phase of evaluation.

Grading of work samples extended over five levels, each of which represented a different degree of psychological activity involving intellectual and motor performance. The increased complexity of work tasks ranged from those requiring simple specific directions to tasks involving more complex directions, abstract reasoning, and problem-solving. Likewise, tasks progressed from those which can be performed almost automatically to those which required multicoordinated sensory motor activities. Work sample tasks were distributed within broad occupational categories, such as small parts assembly, packaging, sewing, building, maintenance, clerical, electronic, and auto parts repairing. Each level in a category may comprise several tasks of equal complexity.

For each task within each occupational area and at each level of difficulty, the trainee was rated for performance and accuracy and was observed for punctuality, attendance, appearance, frustration tolerance, learning speed, and psychomotor activity.

Some youth progress through work samples very rapidly and then tend to become bored if left on a fixed schedule. Others perform well on work samples but experience difficulty adjusting to real work. To improve the accuracy of the final evaluation and enable the professional staff to examine and verify the results achieved on work samples, the youth was placed on simple production tasks. He was again required to be careful in task performance, observe rules, be punctual, accept criticism and increased pressures, participate and communicate with other workers, and generally to meet progressively higher performance standards.

Minimal wages and automatic increments served as incentives for forming appropriate behavior patterns. Together with observing the client's reactions to pressures and more stringent regulations, they enabled the psychologist to evaluate the youth's ability to improve in such areas as personal and social attitudes, neatness, precision of work tasks, persistence, learning and adaptability. For some, wages were a stimulus to mobilize personal resources and function more effectively. Other youth failed to change their behavior patterns despite the payment of wages.

The weekly automatic wage increases during the first half of the work adjustment program tended to support and stimulate most youth and their productivity kept pace with their pay increases. However, others increased their productivity faster than their pay and a few tended to pace themselves and produced less.

During the latter part of the production program, the youth were paid the shop rate or the piece rate, whichever was higher. During this phase, the youth tended to earn status among his peers on the basis of his wage level. By the same token, the foreman and the floor psychologist used the earnings of the youth as an important basis for determining his

employability. As the sole indicator of employability, wages were sometimes misleading, however. For example, one youth was earning $1.25 per hour by the time he was in the tenth week of the program. At the same time, he was involved in several fights because he had been trying to "shake-down" other youth. He was frequently late for work. Despite his high productivity, he tended to cheat on his counts of work done.

Regardless of problems they may present, incentive rates are necessary because they represent the reality of many industrial jobs. Many youth were obviously motivated by them, although the exact degree and kind of motivation could not be measured. Incentive rates for many youth were more meaningful than the guaranteed shop rate.

Each youth evaluated generally spent approximately 2 weeks on work samples and 2 weeks on real production work. The actual time necessary to secure information which predicts ability to learn to work well and use vocational help varies from youth to youth. Some spend a few days on work samples and are evaluated on production tasks. Others spend 4 weeks on work samples and even this time may need to be extended for a definite evaluation.

When the results of both types of evaluation were taken as a unit, the psychologist had a rounded picture of the youth and judged if he could proceed with the work adjustment program or whether he was ready for skill training or placement. Evaluation provided a reliable estimate of general and specific competencies and a prediction of particular kind and level of vocational adjustability and was therefore continued in Personal and Work Adjustment Training.

Personal and Work Adjustment Training

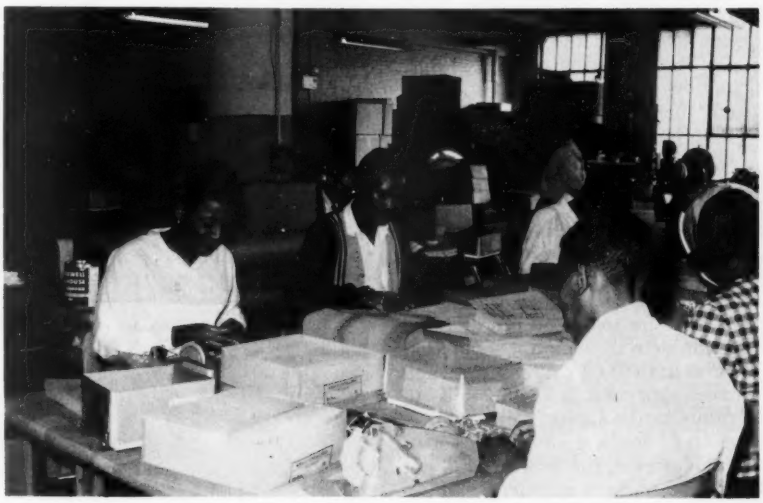
The process initially offered a benign and permissive climate which gradually progressed to the disciplined, structured environment commonly found in competitive industry. The beginning objective was promotion of personal adjustment to the general work setting and helping the individual youth accommodate to the personal and social factors which, aside from production, are traits required of good workers. A generalized kind of personality integration was promoted. Variables most emphasized at this point related to the client's ability to observe rules and regulations, personal grooming, communication and behavior acceptable to others, and respect for authority.

The first level in the process was the industrial foreman's attempt to help by stressing work of good quality; teaching the youth to pace himself properly; emphasizing persistence; and stressing productivity, attendance and punctuality, personal responsibility, group goals, and reality factors specific to being an efficient worker. If a youth evidenced difficulty in any one of these areas, the foreman attempted to help him work out his problem. If the foreman failed, he referred the youth to his rehabilitation counselor, who tried to help him understand and accept the problem so that he could deal more effectively with it.

Occupational orientation was gradually sharpened and made more concrete as the client's personal adjustment improved. His functioning was more selectively production-oriented in terms of how he performed assigned tasks, as contrasted with how well he related to the general situation emphasized in the diagnostic phases of the program. Variables treated in adjustment training are work tempo, task persistence, coordination and dexterity, self and peer competition in output, quality and quantity in performance.

This phase of the project was administered by a supervising psychologist and controlled by counseling psychologists (rehabilitation counselors) and industrial work foremen, intermittently supplemented by vocational counselors. It was a flexible process for those youth considered potentially trainable or employable after pre-vocational evaluation. To help the youth develop a self-image of a good worker, organize his efforts and energies, and acquire suitable work patterns and attitudes, the process became progressively less permissive. Gradually, more insistent and structured standards of quality and quantity were imposed. Industrial foremen, at the instruction of a floor psychologist, introduced the kinds of pressures to be expected in competitive work. The foremen used prescribed techniques and devices to help the client learn to function more adequately. Individual and group counseling, described in a previous article in this series, helped on problems inhibiting progressive adjustment.

On the job in the Work Adjustment program.



Individual counseling.

Pilot Communications Improvement Project

As part of the work adjustment training program, a pilot project was set up to determine its effectiveness in improving listening, speaking, reading, writing, and arithmetic skills. The dropouts' severe lack of these skills makes them difficult to train for many types of vocations and may completely preclude training for some. Few had the reading and writing ability needed to complete a job application; some were nonreaders.

An 8-week course of three 1-hour sessions a week was established for two groups of seven trainees—those who placed highest and those who placed lowest on the screening tests and other measuring methods. Participation was voluntary and the group members were paid at their regular hourly rate.

There were indications, especially in the lower group, that negative attitudes toward learning could be changed. There seemed to be increased interest of members in both groups in additional training. Members in the higher group expressed desire to attend prep schools and complete their high school work. In final individual conferences, each trainee expressed a willingness to continue in the Center's program on a nonpay basis, if given the opportunity. However, the program did not affect the trainees sufficiently to enable them to transfer their gains to their overall adjustment. They appeared quite able to work in a socially acceptable job while at the Center, and to continue in antisocial, unproductive behavior elsewhere.

Experience in this program indicates that daily 1-hour sessions would be preferable, especially in view of the brief duration of the program. It would also seem wise to investigate the possibility of extending this type of program to on-the-job training or as an evening program after trainees leave the Center and are placed in vocational opportunities appropriate to their training and experience.

Most effective were those activities which related most closely to (a) the experience and cultural background of the trainees, (b) vocational training tasks currently being executed in the Center, and (c) enhancing the trainees' understanding of such things as withholding of pay for social security, income taxes, etc.

Observations and Conclusions

The following are some of the observations and conclusions drawn from the project:

(1) Traditional techniques of evaluation and preparation for work which are useful with the average unemployed or displaced workers fail with disadvantaged youth. New methods—youth- and problem-centered—must be used with these youth.

(2) Evaluation procedures involving the use of work samples and productive work were effective with disadvantaged youth in designating areas and levels of training and employment. It was possible to evaluate a majority of the youth who could not be evaluated by normal Employment Service methods. Youth who were rejected in routine examinations could use and profit from extended and individualized evaluation. Adaptability to training and work is least revealed in standard psychological testing.

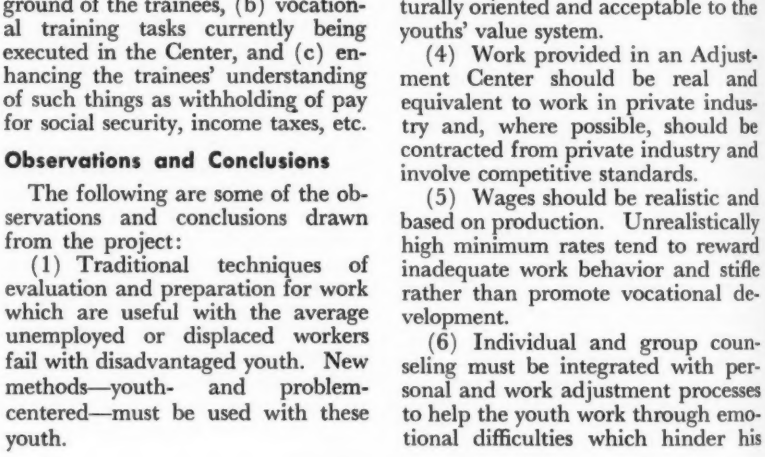
(3) Evaluation, work adjustment training, and other remedial procedures must be tailored to the particular needs of disadvantaged youth. Tasks and procedures must be culturally oriented and acceptable to the youths' value system.

(4) Work provided in an Adjustment Center should be real and equivalent to work in private industry and, where possible, should be contracted from private industry and involve competitive standards.

(5) Wages should be realistic and based on production. Unrealistically high minimum rates tend to reward inadequate work behavior and stifle rather than promote vocational development.

(6) Individual and group counseling must be integrated with personal and work adjustment processes to help the youth work through emotional difficulties which hinder his

Group counseling.



entrance to and success in training or work; followup counseling is needed to reinforce gains made by the youth in the adjustment process.

(7) A substantial number of youth regarded as slow learners and borderline mentally retarded respond to and reveal average competencies in a work setting. Youth who lack competencies in basic skills, (i.e., reading and arithmetic) can be motivated to acquire these skills through individualized techniques in a work setting.

Much that has been written about the lack of motivation of disadvantaged youth is only partially correct. Dreary implications that they are hopeless and therefore predestined to failure are without substance. "Traditionally unmotivated," "hard to reach," "disadvantaged," or "hard core" youth can learn and will respond if there are persons who wish to help them. When these youth learn and understand, they become more accepting of and amenable to vocational treatment. They learn to handle time limits. Clocks are no longer "for squares." They report regularly and punctually for service.

The next article in the series will tell of the experience of the PSES in placing these youth. JEVS hazards the guess that the chain of poverty and dependency has been breached by many.

Texas Replaces Braceros

(*Continued from page 40*)

The Laredo office then contacted all known crew leaders to determine how much migrant labor would remain in the area until the local harvest was over. All applicants with farm-related work experience were also contacted, and intensive radio and television publicity was initiated, pointing up the importance of the harvest to the area's general economy.

Junior and senior high school principals were asked to make in-school appeals to youth, and church and other community leaders were asked to support the effort. Approximately 265 boys were organized into 7 teams under teacher-supervisors. Some teams were required to lift and carry 80-pound bags of cantaloups, but the mechanical rig eliminated this practice in some fields. The rig enabled many women and girls to participate in the cantaloup harvest for the first time.

The successful use of local youth in groups in Paris and Laredo indicates that local high school youth will play an increasingly important role in seasonal farm labor in the future.

Though impeded by a late start, the experience of TEC's Abilene office in placing college youth in jobs in California was also promising. A California employer's request for 50 college students arrived at the Abilene office the day before the end of the school year. Officials of the colleges were reluctant to become involved on such short notice because they believed that most college students had already made plans for the summer. However, the Abilene local office had on file the applications of some 200 college-age students.

"Experience told us that very few of these students could be placed in summer jobs in Abilene, so we advised the State office that we thought we could find at least 50 young men who would go to California," the Abilene office manager explained.

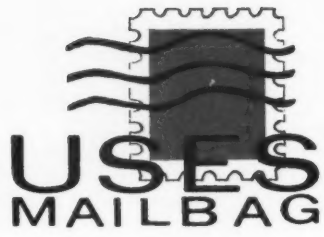
Meantime, the California employer doubled his request and asked to conduct positive recruitment. Call-in and publicity efforts brought in 250 interested college-age youth. On the first day, the employer interviewed 70 workers and selected 45. The TEC office was then given authority to select additional students and another faculty advisor. On June 28, the 89 workers and 2 faculty members left by bus for the jobsite.

Those who stayed for the duration of the contract returned home in late August with savings of $250 to $600, and many expressed a desire to return next summer. One employer gave each student completing the contract $50 for transportation home plus a $50 bonus.

The employer was high in his praise of the workers, stating that they worked better and gathered the crop faster than any other workers he ever had. In a letter to the Abilene office, the employer wrote, "I feel certain we will be back on your doorstep next year."

Certainly mechanization in both Texas and "user" States played a significant role in relieving the pressure of the termination of the bracero program. In Texas, an estimated 85 percent of the cotton was harvested by machine in 1965, compared with 46 percent as recently as 1961. Texas used an estimated 90,000 foreign workers in its cotton harvest in 1961, but only 10,000 in 1964. Since most of the braceros imported in 1964 were used in irrigating and cotton stomping rather than in cotton picking, intensified recruiting among physically qualified youth played a major role in replacing them.

It may be said that three factors combined to ease the strain of the bracero termination in Texas. First, the employer orientation program geared to enlighten the farmer regarding the competition he could expect from out-of-State employers for Texas workers and outlining the steps he should take in order to compete successfully for this labor played an important part. Second, youth were rediscovered as a prime source of farm labor in areas where farm labor shortages developed. Third, but not least in importance, was the significant role that mechanization had quietly played in reducing the demand for hand labor in the vast cotton harvest.



Reminiscing

Facing retirement after 20 years of migrating from the St. Lawrence River to Homestead, Fla., with seasonal farmworkers, I feel an urge to say goodbye to all those who have befriended me. I can't do it personally to all the Bureau people, Employment Service people of the Eastern States, the employers, and the many fine crew leaders I have known, so I will address this to Tod Potter or the ES Mailbag.

On my first recruiting trip to Florida in 1946 for the Extension Service Farm Labor Program, I thought the east coast migratory movement was a recent development. I soon found I was wrong. The east coast migration was quite old and was a self-starting, self-recruiting, self-transported movement of jobless workers from the cotton and tobacco growing areas to the rapidly expanding fruit and vegetable areas in Florida, and then northward along the coast. This movement grew with very little organizational direction or assistance to a work force of about 25,000 in 1941. Then, during the war period, because of better employment opportunities and wartime restrictions on travel, it dwindled to less than 10,000.

After the war, the need for harvest workers in the fruit and vegetable areas of the east coast increased rapidly, and the number of workers joining the migratory stream increased in a like manner until a peak of 55,000 was reached in 1957. In 1948, responsibility for the Farm Labor Program was returned to the Employment Service and the needs of growers for workers and of workers for continuous employment were so great that better organization and direction of the migratory stream was a necessity.

The first organized recruitment itinerary was planned and carried out by the Florida agency, Region IV, and representatives from the four participating States: Bill Hillman of Maryland; "Pop" Powell and Alex Dunton of Virginia; Curtis Gilliam and Floyd White of North Carolina; and myself of New York. Meetings for crew leader interviews were held in areas of seasonal labor concentration throughout the State of Florida in April 1948. Assistance in planning the locations, timing, and conduct of the meetings by the Florida farm placement staff and V. A. "Bill" Milton from Region IV made success in the endeavor possible. A chairman was elected to coordinate and facilitate the activities at the interviews and, for the next 10 years, the chairmanship was rotated among the different State representatives.

We soon found that cooperation and exchange of information among the States was necessary to the most successful use of migratory labor, and what was good for one State was good for all. Our sole endeavor was to secure for the migrant worker a chance for continuous and profitable employment, and to assist employers in obtaining necessary labor to meet their needs. This spirit has characterized all those who have joined the Florida Recruitment Itinerary since its start.

By 1957, 9 States were represented by 18 individuals on the Florida Recruitment Itinerary. The volume of business had increased until no participating representative could properly interview crew leaders and also devote enough time to carry on the duties of chairman. Since 1958 there has been an annually elected full-time Itinerary Chairman.

The increased use of mechanical harvesters, chemical weed controls, and other modern labor-saving techniques in agriculture has resulted in a continually decreasing need for seasonal workers in some areas. During recent years, an expanding national economy and prosperity have given many migratory workers opportunity for steady employment at fair wages without the necessity for travel, and the number of such workers has decreased since 1957.

Today we are faced with a situation in which the booming economy has caused additional States to compete for the dwindling number of east coast migratory workers in order to satisfy agriculture's demand for hand labor. In 1965, 12 States were represented by 26 individuals in the Florida Recruitment Itinerary. In 1965, there were more areas of labor shortage in the east coast States than in any year in my memory. In 1965, there were sharp rises in wage rates to crew leaders and workers, yet more money failed to produce more workers. The high level economy, coupled with a sharply rising cost of financing the long trip north, terminated the activities of some old crew leaders and discouraged new contractors from entering the business.

The east coast migratory movement of agricultural workers could not have developed to what it was and still is without the crew leaders. Who would have provided the recruiting know-how, provided the transportation, and sustained the workers between jobs and in slack work periods? Crew leaders and migratory workers are people like those in other walks of life. They have been castigated by many, but not by those of us who have worked closely with them. Who speaks for the many, many crew leaders who return to the same employer for 10, 15, 20 years and enjoy a pleasant and profitable employer and community relationship? At the peak period of migrant labor use in New York State, there were 28 crew leaders who brought 100 or more workers each to the State. In 1965, there were only 5 who brought 100 or more.

I know of nothing that I would rather have done with the past 20 years than what I have been doing. My association with all the farm placement people has been a pleasant experience for me. As I look back to the first organized Recruitment Itinerary, I note that Curtis Gilliam and Floyd White are still active in the North Carolina agency, but only Bill Hillman of Maryland continues to participate in the Itinerary; the others are gone. I hate to leave, but maybe I'm getting out at just about the right time.

MERLE W. STOUT

Farm Employment Supervisor
New York State Division of Employment

The editor welcomes letters from readers for this department. Comments on published articles, requests for additional information, inquiries about the program or operations of the Employment Service and evaluation of its accomplishments, or suggestions for future articles might be appropriate subjects. We hope that there will be a steady stream of letters to the editor.

ES Task Force Report

(*Continued from page 3*)

lished within the U.S. Employment Service.

C. A separate national Advisory and Review Committee should be established for the U.S. Employment Service.

D. A State Advisory and Review Committee should be established in each State with functions paralleling those of the National Committee.

E. Annual reports should be required from the Director of the U.S. Employment Service and from each State Director containing an analysis of both the manpower services provided and internal operations, i.e., resources made available and their utilization.

Large Placement Gains in Unskilled Jobs

For the ninth consecutive month, in October nonfarm placements were above the corresponding month a year ago.

Local offices of the U.S. Employment Service reported 610,800 nonfarm placements, a 5.5 percent gain over the year. Although placements were down 5.2 percent from September, this decline was less than seasonal. The 10-month cumulative placement total for 1965 was nearly 5.5 million, 2.6 percent above the corresponding 1964 period. Gains in October and in the previous months of 1965 have been achieved despite a tightening job market setting. As in the preceding 2 years, however, 98 percent of the jobs were filled by unemployed workers.

While total unemployment and new applications (particularly of the more highly qualified applicants) continued to decline during the year, job openings listed with local offices and openings remaining unfilled approached record levels. For example, job openings received in local offices totaled 815,500 in October, up 8.7 percent from a year ago and the highest for the month since 1952. At 358,000, unfilled openings were 37.6 percent higher than a year ago and at their highest level for the month since 1947.

Forty-one States reported over-the-year placement gains, with the largest in Michigan (4,200, or 25 percent) and Ohio (4,900, or 25.3 percent). In contrast, Florida reported a 2,300, or 10.2 percent, over-the-year decline in October, primarily in placements in construction and service jobs.

Continuing their advance over year-earlier levels, youth nonfarm placements totaled 163,200 in October, 11.6 percent higher than a year ago, and accounted for about half the over-the-year increase for all ages. For the 10 months of 1965, youth placements totaled 1,547,500, some 206,500, or 15.4 percent, more than in the same period in 1964.

Placements by Occupation and Industry

Although placements declined over the month for jobs in all occupations and industries, the drops were in every instance less than seasonal. Placements increased over the year for all occupations except service and skilled, and for all industries except construction and services. Among occupations, the largest over-the-year gains were in the unskilled group (up 13.3 percent to an October total of 210,700) and in the semiskilled category (up 11.2 percent to 87,200). Among industry divisions, largest over-the-year gains occurred in government, where the 24,500 October placements represented a 47.9 percent increase, and in durable manufactures, where the 77,700 placements reflected a pickup of 21.9 percent. As during the previous months of 1965, added placements in electrical machinery and automobile manufacturing were responsible for the gain in durable goods manufacturing from a year ago.

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas by Occupation and Industry, October 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [2]	610,800	+5.5	300,000	+6.4	100.0	100.0
Occupation:						
Prof. and managerial	25,100	+9.2	19,800	+13.4	4.1	6.6
Clerical and sales	89,000	+6.5	47,800	+7.6	14.6	15.9
Service	171,700	−4.1	95,500	−2.9	28.1	31.8
Skilled	27,100	−6.2	13,100	−7.7	4.4	4.4
Semiskilled	87,200	+11.2	38,000	+7.8	14.3	12.7
Unskilled and other	210,700	+13.3	85,800	+18.6	34.5	28.6
Industry:						
Construction	44,800	−2.7	13,800	−1.2	7.3	4.6
Manufacturing	155,900	+18.6	69,700	+14.8	25.5	23.2
Durable goods	77,700	+21.9	39,200	+24.4	12.7	13.1
Nondurable goods	78,200	+15.5	30,500	+4.4	12.8	10.1
Transportation and other public utilities	24,400	+21.0	11,000	+44.3	4.0	3.7
Trade	136,000	+1.3	68,700	+3.2	22.3	22.9
Service	211,000	−3.1	119,100	−1.9	34.6	39.7
Nonhousehold	102,900	+2.8	57,600	+4.7	16.8	19.2
Household	108,100	−8.1	61,400	−7.3	17.7	20.5
Government	24,500	+47.9	10,500	+70.2	4.0	3.5
Other	14,000	+12.1	7,300	+27.2	2.3	2.4

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

Largest Gains in Unskilled Occupations

Placements in unskilled jobs have improved rather steadily for some months. The 10-month 1965 cumulative total of placements in unskilled occupations, at 1.7 million, was 8.9 percent higher than a year ago, compared with a 2.6 percent overall rise in placements. Also, in the past year, the unemployment rate for laborers was the lowest since the Korean conflict period, declining relatively more than the total unemployment rate. At the same time, employment of this group of workers has increased substantially. Youths accounted for a significant proportion of the gain in both placements and employment in the unskilled category.

Placements in the 56 Major SMSA's

In the 56 largest Standard Metropolitan Statistical Areas, nonfarm placements totaled 300,000 in October, 2.0 percent fewer than in the preceding month, but 6.4 percent higher than a year ago (somewhat greater than the national gain). The largest over-the-year increase among occupations was in the unskilled group—18.6 percent, substantially more than the national increase in this occupational group. Among industry divisions, government recorded the largest over-the-year gain—70.2 percent, much higher than the 47.9 percent national increase in government.

New Applications Decline

New applications for work filed in local offices in October totaled 806,300, down 5.9 percent from the preceding month and 4.7 percent below October 1964. Youth applications, at 283,000 dropped as usual from September—4.7 percent—but were 2.1 percent above a year ago. Increased numbers of younger new entrants to the job market compared with year-ago levels and greater emphasis on services to youth have contributed to the rising volume of youth applications.

Counseling and Testing

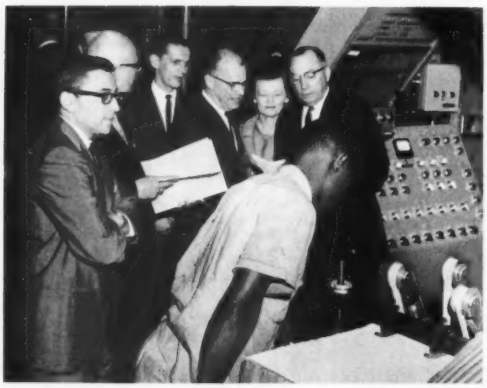
In October, 107,400 individuals were intially counseled and a total of 175,900 counseling interviews were given. Initial counseling interviews rose 19.2 percent from the preceding month, with the full-scale resumption of the cooperative school program. Total counseling interviews were also up over the month—12.5 percent. Over the year, the number initially counseled and the number of interviews given increased 5.3 and 0.6 percent, although the number of new applicants declined 4.7 percent.

Reflecting their special needs, 1 out of every 4 youth applicants was counseled in October, compared with 1 out of 13 of all other applicants. The 12,000 MDTA trainees initially counseled in Employment Service local offices in October represented 12.0 percent of all initial counselees during the month.

Aptitude and performance tests were administered to 234,900 individuals in October, up 9.2 percent from the preceding month and 4.0 percent from the year earlier. Some 20,400 tests were given to MDTA trainees, representing 1 out of every 11 individuals tested in Employment Service offices during the month.

Farm Placements Continue Down

Farm placements in October totaled 415,100, a decline of 45.6 percent from a year ago. The downtrend in farm placements over the past several years reflects the increased pace of mechanization and improved farming methods on the Nation's farms. Some 60,500 of the month's total represented placements of youth under age 22.



The folios of the DOT are coming off the press to be held for assembly and binding. By means of the console at the right, the printer can control various phases of the operation including speed, intensity of ink, and position on the page. The Public Printer is at the right and Carl A. Heinz, Chief of the Division of Technical Development, USES, whose staff was responsible for the development of the DOT, is third from right.

NEW DOT STATISTICS

According to the Government Printing Office, which keeps tabs on such things, printing the text of the new "Dictionary of Occupational Titles" required 409,182 pounds of 70-pound paper stock. This would be enough to cover a path 46 inches wide stretching from Washington, D.C., to Denver, Colo.

Binding the 65,000 hardbound copies required 25,215 yards of green Fabricoid cloth, which would stretch quite a ways, too. Volume I, containing 834 pages, weighs 3 pounds, 7½ ounces, nearly a pound more than volume II which has 660 pages.

Printing was accomplishd on a 38- by 50-inch web press which turned out 20,000 signatures of 64 pages each an hour. More than 20 tons of type metal were used and over 3,555 galleys of type were prepared.

U.S. GOVERNMENT PRINTING OFFICE: 1965 O—796-843

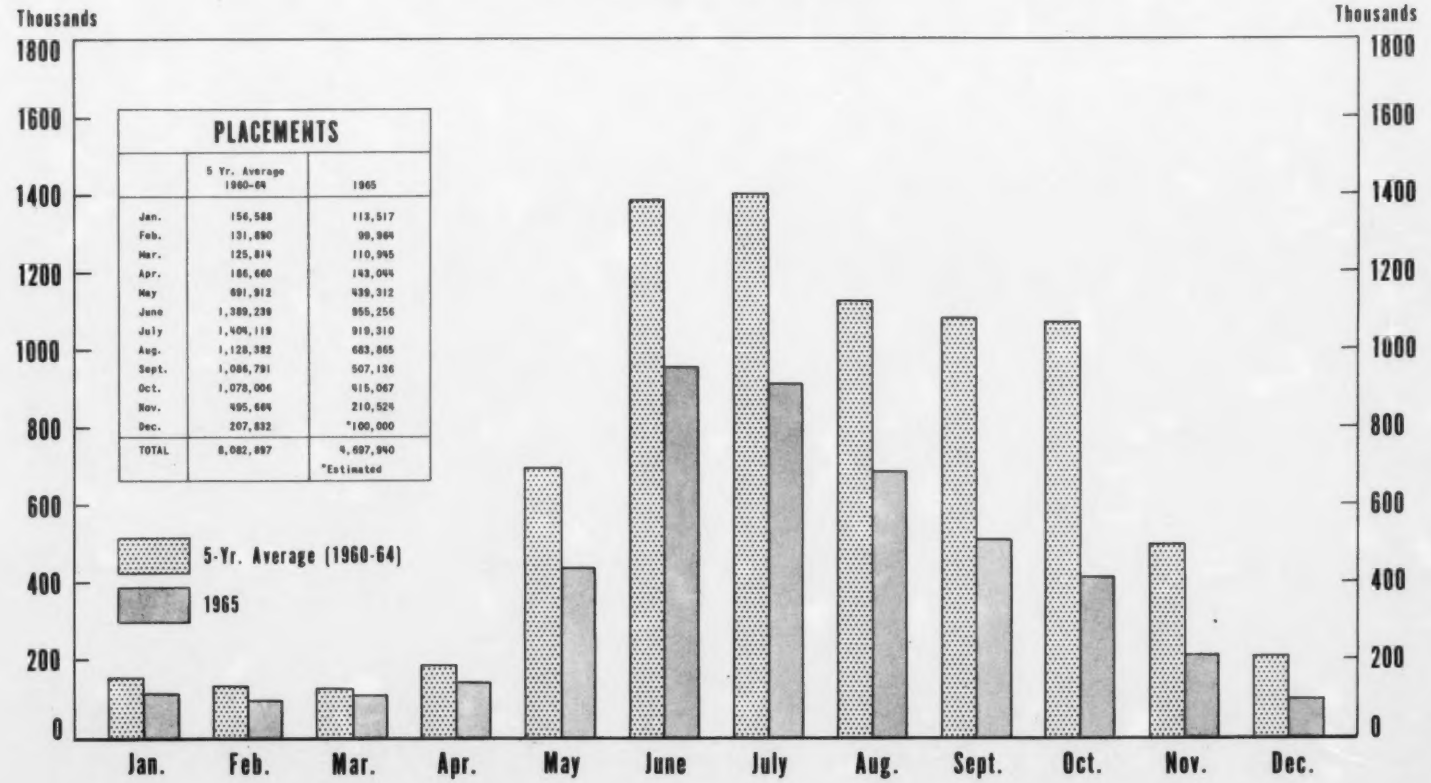
Farm Placements by Month

FARM PLACEMENTS BY MONTH

FIVE YEAR AVERAGE 1960-64 AND 1965

PLACEMENTS		
	5 Yr. Average 1960-64	1965
Jan.	156,588	113,517
Feb.	131,890	99,964
Mar.	125,814	110,945
Apr.	186,660	143,044
May	691,912	439,312
June	1,389,239	955,256
July	1,404,119	910,310
Aug.	1,128,382	683,865
Sept.	1,086,791	507,136
Oct.	1,078,006	415,067
Nov.	495,664	210,524
Dec.	207,832	*100,000
TOTAL	8,082,897	4,697,940

*Estimated



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